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**ABSTRACT**

The proceedings of the first Assembly of the American Association of Community and Junior colleges are provided. Discussion focused on the availability of educational opportunity for all. This book is a compilation of the background papers and the Assembly report. Papers are: "Student Constituencies/ Real and Potential"; "The Future Student at Brookdale"; "Potential Students: Los Angeles Grade-Technical College"; "The Needed Institutional Response"; "The Auraria Campus: Response to the New Student"; "The Needed State and Local Support"; "The Needed Federal Support"; "The Necessity of Coordinating State and Federal Support"; and "A National Agenda for Community-Junior Colleges." (CK)

Report of the 1972 Assembly of the  
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Edited by Roger Yarrington

Educational Opportunity for All  
**An Agenda for National Action**

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The first Assembly of the American Association of Community and Junior Colleges met November 30 - December 2, 1972, at Airlie House, Warrenton, Virginia.

Participants and the Assembly topic were chosen with the assistance of a steering committee that met in May in Washington, D. C. Members of the steering committee and participants in the Assembly are listed in the appendices of this book.

The recommendation that there be an Assembly came from Project Focus, a national investigation of community and junior colleges to determine how the Association might better serve such institutions. Edmund J. Gleazer, Jr., was director of the project. One of the needs identified by the study was for discussion of social issues that concern member colleges. The Assembly was created by the AACJC Board of Directors to meet this need.

W. K. Kellogg Foundation provided financial support for the Assembly. Clifford Nelson, president of the American Assembly, provided advice based on his experience with that body which was, to a significant degree, our model.

"Educational Opportunity for All: An Agenda for National Action" was the topic of the 1972 Assembly. At the time the steering committee met to choose the topic, Congress had before it the Education Amendments of 1972. The amendments passed in June. They contained provisions for major assistance to community and junior colleges. Whether they had passed or failed, the feeling of most Congressional observers was that it would be several years before the legislators would again consider any major higher education proposals. The obvious task facing educators was to begin ordering priorities for that day when Congress would again turn its attention to postsecondary education and its needs.

Members of Congress and state legislators have many times asked community and junior

college educators to do a better job of explaining their needs. That involves an examination of goals and objectives. In community and junior colleges the beginning point for such an examination is an identification of potential students and their needs. The next step is to plan the services that the colleges will offer in response to those needs.

The 1972 Assembly discussed these points and then looked at the support community and junior colleges will need from local, state, and federal sources, and developed an agenda for national action.

Discussions at the Assembly were based on papers prepared during the summer of 1972 and distributed in the fall to participants for study before they came to the meeting. There were no speeches at the Assembly. The time was used in discussion of ideas and questions that emerged from the papers. The final session was used to review a report written at the Assembly, summarizing discussions and recommendations.

This book is a compilation of the background papers and the Assembly report. Full identification of the authors of the background papers may be found in the list of participants. The report of the Assembly represents the general consensus of the participants. Claire Olson of the AACJC staff drafted the report which was reviewed, amended, and adopted by the participants at the final session of the Assembly. We hope the report will be found worthy of careful study, discussion, and action.

We appreciate the contributions of the members of the steering committee, authors of the papers, and participants in the Assembly in the development of this statement. We also wish to express appreciation for the valuable assistance of Barbara Koziarz of the Association's Communications Division who did the copy editing for this publication.

**Roger Yarrington**  
Moderator of the Assembly

# Student Constituencies — Real and Potential

By Jane E. Matson

The nature of an educational institution is in large measure determined by its students—those who enroll as well as those who are eligible but do not. This is especially true of community colleges which have been called “the people’s colleges.” Their official and unofficial publications speak eloquently of their close ties with the community and its populations, as well as of their eagerness to respond to community needs for educational services. Community colleges are indeed community-based facilities and, as such, they are shaped by community structure and community people. No factor should be as significant in giving direction and form to the community college as the students. However, before examining in some detail the students who are already in the colleges and those who may come in future years, a brief look at the institutional setting seems appropriate.

**Education  
as a  
Social  
Instrument**

The instrumental nature of education in the United States has been well documented. Education here has served as a social instrument more effectively than in any other country of the world. It has been an agent in the spiraling progression of technological achievement, increasing productivity, and rising standard of living, and has created demands which serve to keep the technology going. There can be no doubt that education has a strong positive valence in the hierarchy of American values. Going to school for as long a time or as often as is feasible is a social “good” in our society. The proportion of 17-year olds who have graduated from high school has increased dramatically in the past several decades. In 1939, only a little more than one-fourth of all 17-year olds graduated from high school. By 1969, more than three-fourths in that age group held high school diplomas. Equally striking is the increase in enrollment in postsecondary educational insti-

tutions. In the two decades between 1950 and 1970 the proportion of 18-24 year olds enrolled in institutions of higher education more than doubled.

While a steadily increasing proportion of our population is engaged in some type of formal schooling, the ends toward which education is perceived to be a propellant vary considerably among groups and individuals. Progression on the social and economic ladder is considered by many to be available only through education. The hope of many to get out of the abyss of poverty rests on the belief that education in general and higher education in particular is "the path." The aspiration of improving one's position from one generation to the next is a corollary to the "American Dream." For many, the community college serves the purpose of avoiding social and economic regression. The major focus for this group is on the skills which will make possible the maintenance of an economic and social role. For others, education is viewed as a place where they can literally grow up. They view education as a setting where time and arranged experiences combine to enhance the maturation process. None of these student reasons for going to school is mutually exclusive.

It is within this framework that the two-year college has developed as a vehicle for providing broadened opportunities to students. These colleges have been described as a social invention which, along with the comprehensive high school, constitute the most significant American contribution to the organization of formalized educational experiences. A primary impetus for their invention was to provide a means of strengthening the four-year collegiate institutions by developing students who would be more mature and goal-oriented. However, during their brief history the two-year colleges, through interaction with their communities and students, were forced to widen their horizons and include within their scope goals which rep-

resent a break from the traditions of higher education.

The record of growth of the two-year college is usually described in terms of increased numbers of institutions and enrollments. It is indeed a dramatic picture, with 610 colleges enrolling a little more than 200,000 students in 1941, while only 30 years later in 1971, the number of colleges increased to more than 1100, enrolling almost 3 million students. It seems probable that an even more striking description of the growth of the two-year college could be found in the characteristics of the students who have enrolled. Unfortunately, the information available about the nature of those who sought fulfillment of educational needs in the two-year college over the years does not permit the kind of analysis which could help in the development of community colleges. While an increasing proportion of the total population in the immediate postsecondary age group (17 to 24 years) has participated in some formalized educational experience, it is difficult to determine the extent to which the increased enrollment, in reality, represents a significantly broader cross-section of the population. In other words, what groups in the population were the major contributors to the increased enrollment in two-year colleges? What were their specific characteristics which would be significant in the planning of appropriate educational experiences? There is little information available which can shed light on these questions.

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### **Student Populations**

Until very recently, descriptions of student populations on a national scale have been limited almost completely to enrollment data and easily obtainable information, e.g., sex, age, prior educational attainment. Little is known historically about such dimensions as socioeconomic level, educational aspirations, attitudes, values, and other non-cognitive charac-



teristics which have great significance for educational planning. Even today, these kinds of data are not often available for a specific institution, but rather are found most frequently in large national studies, many of which are "one-time" efforts. This contributes to the difficulty in identifying any trends in two-year college student populations except for such dimensions as size of enrollments, etc.

It is almost axiomatic to state that the two-year colleges and their students are diverse. If a college is to reflect the community in which it is located, its diversity should be representative of the population the college purports to serve. Precise descriptions of the dimensions of this diversity could facilitate prediction and planning: prediction of those within the community who can be attracted to the college, and planning of the specific services which must be provided to meet their needs most effectively. Planning is of critical importance in an educational institution committed to serving a highly diverse population and is dependent on the continuing input of data relevant to the educational experiences to be planned. Curricula, teaching methodologies, special services, and evaluation systems must be directly related to as accurate an assessment of educational needs as possible which, in turn, are deduced from information about the persons to be served.

The base for most of the data which have been gathered concerning community college students is the population of some other group of educational institutions, rather than the general population of the community. Studies of student characteristics compare two-year college students with senior college students, or, in some cases, with the non-college-going population. This presentation of information assumes that there is a continuum for each factor or characteristic on which community college students seem to fall consistently "in the middle," i.e., below four-year college students and above

the non-college-going group. This discovery is neither surprising nor especially significant, but rather is preordained by the nature of a community college worthy of its title. And, such a presentation of information overlooks the fact that the community college is a unique kind of institution and the people whom it serves have a unique interaction with their environment. It also assumes some utility in comparisons of students in two-year colleges, most of which are non-selective, and four-year institutions, many of which are highly selective and whose students are, therefore, representative of a restricted cross-section of the population.

### **Student Profiles**

The characteristic most heavily relied upon for educational planning is academic ability. In general, the findings indicate that two-year college students do not score as high on the traditional measuring instruments of academic competence as do those who enroll in senior institutions. Since most of these measuring devices were not designed to be used with unselected groups from the general population and fail to assess strengths not directly related to verbal skills, this is not especially surprising or useful. If the results of the measurement were otherwise, there would be cause for concern!

As the demand for postsecondary education increases, it is likely that the mean of the community college population will be still lower on these conventional instruments. In fact, it might be suggested that the major challenge facing the community college is to develop ways of attracting an increasing number from the groups scoring lower on standardized instruments assessing learning potential, and then to design appropriate and rewarding educative experiences for them. It would be helpful, too, to devote some time and energy to finding improved means of assessing strengths and weaknesses—but primarily the strengths—of the students who come to

the college, so that the areas of greatest potential could be further developed and enhanced. To know only that the scores are below those of senior college students and above those not in college will not unlock the mystery of how best to meet these challenges.

It has long been established that there is a direct relationship between socio-economic status and level of education attained. The lower on the socio-economic scale an individual is placed, the sooner he will terminate his formal education. The community college has been invented, in part, as an effort to respond to this situation. A recent study showed that a large number of college students continue to come from families where the annual income is above the median. The accessibility of postsecondary education to the previously unserved members of the lower socio-economic structure will depend partly on how completely the barriers (primarily, but not entirely, economic) to education will be removed and, in part, on how successfully the specific educational needs of these groups can be met.

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The record of the two-year college in serving ethnic/racial minorities in our population is not outstanding. It is difficult to determine just what the record is because, until very recently, no records were kept of the ethnic composition of student populations. There is some reason to believe that the two-year college is attracting an increasing number of students from minority groups. But the proportion falls woefully short of matching the proportion in the general population.

The age distribution of students in two-year colleges continues to reflect the predominance of recent high school graduates. In a 1971 report on entering college freshmen, the American Council on Education reported that 87 per cent of entering freshmen in two-year colleges were 19 years of age or younger ("The American Freshman: National Norms for Fall 1971,"

ACE, *Research Reports*, Vol. 6, No. 5). One finding which may prove to be indicative of a trend is that two-year colleges had almost three times as many entering freshmen who were 20 years of age or older as did all four-year colleges. Some two-year colleges are attracting an increasing proportion of older students and there are indications that the proportion of these students will increase at an accelerated rate, if the community colleges can provide services and instructional programs appropriate for this non-typical group.

Prediction of student performances in college has been based on information about the influence of parents and peers, as well as the impact of environmental factors. A student's attitudes, values, self-concept, and aspirations provide important clues to understanding his motivation and perceptions. Data about these factors are usually obtained through self-reports or by inferences from direct observation of behavior. Both methods are subject to bias and error. On the basis of what is known about the characteristics of junior college students in these areas, they again place below the four-year college group. Two-year college students have lower self-concepts in regard to academic ability, leadership capacity, and drive to achieve. They are more conventional, more cautious, and have less intellectual interest. Although there is not yet an adequate understanding of how students make decisions about occupational goals or of how they relate these decisions to educational planning, available data indicate great uncertainty on the part of junior college students about their plans for the future.

If the community colleges are successful in their stated objective of broadening educational opportunity, it is unlikely that the students of the future will diminish the gaps now existing between the two-year and four-year college populations. A question may be raised here again about the appropriateness of the methods

and instruments used in the study of junior college student characteristics. The emphasis on the traditional in what is claimed to be a non-traditional institution may result in a focus on weaknesses rather than an appraisal of strengths. Perhaps the wrong questions have been asked and less than significant answers obtained.

It seems safe to conclude that the differences in most of the significant areas are sufficient to make it unwise for junior colleges to rely heavily on the educational programs of the senior colleges as models.

### **Economic Needs**

If the assumption is accepted that the potential constituency of the community colleges of the future is, in fact, all members of the community who have postsecondary educational needs, these institutions are faced with a formidable task. The first step in the process of designing programs is an assessment of these needs. In the past, the emphasis has too often been on a determination of the economic requirements of the community, with scant attention to individual needs. New techniques must be utilized to find reasonably valid indicators of the needs of the total population which might be met by some educational experience provided by the college. Economic factors cannot be ignored but their assessment must be joined by an appraisal of the nature of the human resources available. It is likely that this approach will bring more stability into the planning of the colleges since human needs are, in general, more lasting than specifically defined economic needs.

What are some of these educational needs which are either latent or manifest in the community's population? The first, and perhaps the most obvious, is related to the acquisition of economic skills. Because of the highly significant role of work in our society, earning a living or

performing some "useful" work is the primary task of most individuals and the major orientation of all postsecondary education is vocational, regardless of level. From an early age when a child is asked, "What are you going to be when you grow up?" to the age of retirement, an individual is expected to relate himself to some economically productive activity. The technological advances and the increasing complexity of the occupational structure, as well as the diminished ability of society to absorb its youth into the economic structure, have made a longer period of pre-service preparation essential for the individual. The statistics of enrollment in postsecondary institutions are ample evidence of this trend. The rapidly changing technology also places pressure on the individual to maintain his economic position (or to improve it) by an almost continuous process of education. No longer can the completion of pre-service preparation (if indeed it ever could) be considered adequate to enable an individual to survive or progress in a vocation. Additional attention to economic skills is required and this need must be considered and met, where feasible, by educational institutions.

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Another need related to economic skills is that of re-training. The constantly changing world leads to the rapid obsolescence of many specific jobs. The individual is required to shift to another form of economically productive activity. The new area of work may or may not be related to the previous activity but, in either case, it is likely to require additional education or training.

These three educational and training needs (pre-service, in-service, and re-training) are those which the community college has been most aware of in the past, but they have been given differential attention. The emphasis has been on pre-service preparation which is reflected in the age composition of the student population. In-service and re-training needs

have not been as quickly perceived as suitable objectives for the community college, although there has been movement in this direction in recent years.

### **Human and Social Needs**

Another category of educational needs is not directly related to economic skills but is concerned with human and social needs. These are predominant in three population groups, namely:

1. Those who for one reason or another have not acquired an adequate minimal level of skills needed in the day-to-day management of life.

2. Those who have available time to devote to learning in field new and different from those they have previously pursued or to delve more deeply into areas not completely explored in their past experience.

3. Those who have specific short-term goals which require learning some new skill or knowledge, such as a language for travel purposes.

Another group having some need of educational services are those individuals who cannot plan ahead and for whom the future is unclear or ill-defined. They do not have sufficient understanding of themselves or their environment to establish meaningful goals or to make choices which will move them toward even short-range objectives. Their previous experiences have not adequately prepared them to cope with the challenges of maturity. The community college has a program responsibility toward this group also.

These social and individual needs which the institution of education has been designed to meet are not new. But the challenge which they bring to the community college is newly recognized. It must be emphasized that these categories are by no means mutually exclusive. Many individuals have needs which might be classified in each of the groups. However, it is



imperative that the community college develop procedures to determine the needs in the community which are most appropriate for the college's resources. The effectiveness with which these procedures are applied will, in large measure, determine the students who will enroll and the success they will achieve.

Since its beginning, the two-year college has been striving to meet economic and non-economic needs, but the historical emphasis has been on the needs related to economic skills, especially those which require prolonged periods of formal education. As the demand for education has spread downward in the social hierarchy, the other categories of educational needs have become more apparent and more urgent. Because the postsecondary educational establishment has had less experience with meeting these kinds of needs, the challenge they present is even more formidable.

### Conclusion

The primary conclusion that can be drawn from a consideration of the students, those in the colleges now and those hoped for in the future, is that the problems now faced in the two-year college will be intensified. New ways must be found to assess educational needs and to design educative experiences for members of communities who have never before been seen in postsecondary institutions. Hiding behind the explanation for their possible failure that they are not "college material" is no more defensible for the two-year college than it would be for the elementary school to stop teaching children to read at the fourth-grade level when problems are encountered. If access to postsecondary education is made possible (and open-door admission policies are being established with increasing frequency), then there must be a moral commitment to provide access to educational services appropriate for each individual. How to do this is the heart of the problem faced by



the two-year college. Its alleviation will require wise use of what is presently known about how all human beings learn, as well as the continual effort to increase and improve our knowledge of learning behaviors.

A logical way to define a college's mission may be found in the following suggestions. The central theme is "student-centeredness," long talked about in community colleges but all too seldom realized.

Information about the community to be served by the institution must be carefully compiled and interpreted. Data should be included for such dimensions as population composition, migration patterns, political organization, and economic structure. The role a college may assume in a given community should be defined in relation to the entire system by which the community has organized itself. A community college should be an integral part of a community, an active participant in efforts to move toward mutual goals.

Next, a careful analysis of the educational needs existing in the community is needed. This assessment must be related to the potential resources of the college so that realistic expectations of the college can be defined. Priorities for the college must then be established since it is unlikely there will be adequate resources available to meet all existing educational needs. The priorities for a given college may be the most significant decision to be made since their implementation will determine the major dimensions of the college.

Once the decision is made about the educational needs the college will try to meet, an intensive study of the potential learners is essential. Every year a large amount of information about students is obtained in colleges across the country. Some of it is needed for statistical purposes but much of it has significance for students' learning behavior. There is no doubt that it could be used more effectively to improve the

educational experiences and services provided both in and out of the classroom. In addition to the traditional identifying characteristics, data are needed about demographic and ecological factors, socio-economic characteristics, and sub-cultural patterns. This information is essential in establishing curricula, educational policies, patterns of services, and classroom procedures which can lead to successful experiences for students. Characteristics of those citizens who are eligible but do not come to the college are also a valuable source of information for planning and evaluation.

It may seem that the key to the problems of the two-year college is found in information. That is certainly a basic essential. But information about community, students, and institutions must be used well to arrive at decisions that will enable the colleges to accomplish their mission with success. In the long run, the achievement of any two-year college will be measured in terms of its impact on the lives of its student constituencies, real and potential.

# The Future Student at Brookdale

By Duncan F. Circle

The "new" students already have small numbers of their representatives on campus. As they are arriving they are changing from the experience. This is inevitable. Perhaps they will change so they are more like the present students than they are like their group of origin. The college, too, will change. Just as it changed with the land grant colleges in the latter half of the 1800's, with the influx of World War II veterans, and with the socially involved students of the late 60's, so it will change with the new students of the 70's. The necessity for change has come with increasing frequency—increasing rapidly enough so it now appears that change itself will be the norm and status quo the exception.

However, the college will not receive a significant number of new students unless it can be fluid in providing programs and experiences to meet the needs of these individuals. These are persons who have typically not considered further education as an option. Groups that have been only rarely represented on campus will now be considering a community college education as a viable choice for themselves.

Future student bodies will be like many current student bodies except they will be molded by an increasingly wider mix of contemporary society. The just graduated high school students will still be a significant group. However, they too will be different. Many young men who used college as an escape to avoid the draft, rather than for educational endeavor, will be gone. There will be fewer seeking the "status" of a higher education. As the "hippies" have demonstrated that conventional dress is not necessary to provide status and have had many of their modes of dress accepted, so the same phenomena are occurring on a more significant vocational plane. The status hierarchy of vocations is gradually losing its impact as a factor in the vocational choice of our youth.

Instead, the unique blend of activities most satisfying to the individual is becoming predominant in the choice. This will have the long term effect of mitigating the extreme pressure placed on many youth in high school by school and parents to go automatically to college. Such a change will drastically lower the proportion of non-motivated students.

The type of student attending college will shift from the highly verbal abstract thinker with a wide variety of motivations, many of them external, to the student who is highly motivated internally but has a wide variety of learning capacities. This will change the approach the college must take in dealing with the new student. The verbal abstract thinker was taught by lecture and books, and if the colleges were concerned about meeting diverse student needs they tried to solve the motivation problem. With the future student, motivation will be a lesser problem. This past year at Brookdale on standardized testing the future student group, in fact, scored lower on academic achievement scales but higher on the motivational scale.

With the new student the college must be committed to the thesis that all can learn. True, some learn at different rates, some learn in different modes or with different strategies because of varied learning strengths, but all can learn. Being gifted can no longer be defined as just a function of learning speed or abstract verbal ability. The college is now called upon to be creative in working with students who are gifted in a wider variety of learning styles. Today, the burden of helping all who strive to be successful shifts to the college. Increasingly, the failure to achieve success will be the responsibility of the college, not the committed student.

ning its fourth year of operation. As a publicly supported county community college, it started with the philosophy that the 500 square miles of Monmouth County was its campus. The county is rapidly changing, growing from a half-million to a projected 700,000 people in the next ten years. The Atlantic Ocean beaches line this New Jersey county, located fifty miles south of New York City, which serves as both a bedroom community for commuters and a recreation area. The county is a cross section of America, predominantly middle class, with 10 per cent of the population being Black and a growing group of Spanish surname individuals representing close to 1 per cent of the population. Many of its rural areas are being gobbled up by subdividers, and there are urban areas, with typical ghettos. The college is located in a state that heretofore has seen over 50 per cent of its high school graduates go out of the state for their postsecondary education.

In considering future students the emphasis must not be just on the circumstances from which they come, but also on the lives to which they aspire. This emphasis inevitably leads to a consideration of their career aspirations as well as the occupational needs of the area. Prior to its opening in 1969, Brookdale commissioned the development of an Educational Master Plan to include an extensive study of the characteristics of Monmouth County, since knowledge of the county's economy is a major tool for learning how best to serve the community. Growing economic trends show which occupational fields are expanding and provide a basis for long-term college planning. This information was translated into educational needs, and this, in turn, was incorporated into the educational philosophy, educational methodology, programs to be offered, and even the architecture of the buildings.

**Educational  
Master  
Plan**

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It was believed that such a study would give our graduates a tremendous advantage because a greater percentage of them will live in the immediate area in which they receive their training (unlike graduates of other types of higher education institutions who are more likely to disperse following their graduation). The study could assure the training offered was for real careers, and would prevent thousands of graduates from preparing for non-existent jobs, as they currently do in our sister four-year and graduate schools. Part of the study was an occupational survey of 10 per cent of the workers in Monmouth County in one hundred principal industries and businesses. Companies of all sizes were represented, from those with under fifty employees to one of nearly five thousand. The survey indicated the college should offer programs in technical education which would prepare students for electrical industry trades, mechanics and engineering, secretarial skills and jobs in the fashion industry to meet the current occupational needs of the county. Another survey, replicated in 1971-72, confirmed the findings of the original study and lent strong support to the conclusions drawn.

However, it is essential to look beyond the immediate situation of the county in considering who the future student will be and what will be his needs. In twenty-five years, for example, the number of workers in the county will increase by 100,000 and the number of commuters living here and working elsewhere will increase from 25,000 to 85,000. The large commuter population indicates the need to provide training for careers available in the entire metropolitan job market. The projected increase in workers indicates the overall growth in demand for spaces in training programs. Also, there will be a large increase in the twenty-five to forty age group. They will be working and already have their initial skills, but since the average worker makes a major occupational change from three to five

times in his career, the community college will be the natural focal point of training opportunities to enhance these changes.

However, not all of the courses needed would be vocational because companies representing over 90 per cent of the employees indicated that a general education background is an important consideration when hiring office personnel, semi-professionals, and professionals. Thus, as individuals rise on the career ladder into these types of positions they find it essential to broaden themselves by taking general education courses. Since the level of skill for entry and advancement is rising, an ever increasing number of future students will be requesting these courses.

Nearly three-quarters of the companies require their workers to have previous experience. To meet this requirement, career programs must be organized so that work experience is included as part of the educational experience. This has the added advantage to the students of making the program more meaningful. Over one-half of the local companies have an interest in participating in a cooperative training program at Brookdale. Thus, the needs of the employers and the needs of prospective employees will mesh perfectly.

Employers provide very few in-service training and re-training programs which permit employees to enter occupations and progress up a career ladder. Most training offered is "learning by doing" in order to fill current vacancies. Small companies with under one hundred employees particularly reported this deficiency, and unanimously expressed the need for more and better trained personnel. Since 68 per cent of all employees stayed with their companies less than eight years, it was recommended that Brookdale offer programs to train each employee to excel in some area and thus to advance

### **The Unskilled Worker**

up the career ladder. This could reduce the turnover rate with its resulting periodic unemployment.

Since the demand for unskilled workers is decreasing, the need for occupational retraining is greatest for people in this category. An example of a way to move these individuals into an active training program is a noncredit short course, Children's Behavior and the School System, which the college offered for teacher aides in elementary schools. This was followed in the second semester by a three credit course for education aides with library, classroom, or audiovisual options. This offering sparked the interest of several class members who now plan to enroll in the two-year education aide program at Brookdale so they can move up another step on the career ladder. Similar introductions to each career program, offered regularly, could make the unskilled workers of the county a significant group of future Brookdale students.

### **High School Students**

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Another group of future students is now represented in small numbers. These are students who are still attending high school. Today's six-year-olds enter the first grade already possessing the knowledge the previous generation had at its completion. There is a continuing acceleration of knowledge acquisition through the elementary and secondary grades. Thus, upon reaching the senior year, many students can meet their graduation requirements with only a partial schedule. Concurrently, many high schools are allowing their seniors wider scheduling flexibility.

In these circumstances it was possible for Brookdale to offer an interesting challenge which a few high school seniors accepted this past year, namely to enroll in college credit courses under our "credits-in-escrow" program, which allows them to accumulate college credit while still in high school. The success of the first



35 students has served as a beacon to many motivated, but underechallenged, high school students, which will significantly increase enrollment in this program in coming years.

Half of the high school graduates in the county continue into higher education. Of these, slightly more than half have formerly gone out of state. This group presents a particularly good potential source of future students for Brookdale. Each year the percentage of county graduates going to Brookdale has increased; the past year it was over 20 per cent of all graduates and over 40 per cent of all attending college. With the recent accreditation of the college, this rate should continue to increase. Brookdale is also a second chance, or rebound school, for those who have had academic difficulty at their first college. We have had a number of students come for a semester or a year, demonstrate to themselves and others that they can be successful, and then transfer back to their first or another school.

The marginal high school graduates who formerly entered a four-year college and dropped out in the freshman year are now almost all in the two-year college. The county has a high school dropout rate typical of the national average; however, this still means that each year eight hundred students leave high school before receiving their diplomas. Faced with the decreasing demand for unskilled labor, these people find additional training their only viable alternative. For the dropout who is now an adult and who has remedial educational needs, the learning assistance program on the Brookdale campus is an important starting point. An unusual example at Brookdale is a student now completing his first year. Coming to us, uncertain of the alphabet, he was enrolled in our excellent individualized learning assistance program. After one year he is reading at the fourth grade level and, for the first time, has passed his driver's license test.

For those dropouts who have some motivation to learn but are unable, or unwilling, to travel to the college campus, a community learning center has been established. Located in one of the ghetto areas of the county, the center offers basic remedial programs, English as a second language, and high school equivalency instruction, as well as practical occupational training. It has an aggressive outreach program which includes recruiting students by using ethnic and racial minority representatives going from street corner to street corner and from door to door. The means of attracting students into this program, their successful completion, and their further pursuit of career training demonstrates the need for establishment of additional centers in similar neighborhoods of the county. Again, this should provide a potentially large group of future students.

Ethnic minorities are a group that are already coming in increasingly larger numbers. Black and Spanish study programs will enhance their sense of identity and uniqueness. However, the programs the vast majority of this group enroll in will emphasize other aspects of themselves such as their needs, interests or career ambitions. Therefore, programs which meet these more universal needs must be available for these, as well as the other students, if they are to be well served.

Monmouth County is edged by the Atlantic Ocean which in the summer is a popular seaside resort attracting many young people who attend college elsewhere. This group has increasingly become interested in taking, inexpensively, a course or two for transfer, which will allow them to lighten their course load during the rest of the year or speed up their graduation. Many community colleges are located where potential students spend short periods of time each year. Courses geared to their needs and available time are being sought by these students.

### **The Later Attendee**

In the immediate future the veterans are going to be an increasingly large group. Growing in percentage of enrollment each semester, veterans now constitute one-third of all males enrolled at Brookdale. To provide information more effectively to newly released veterans, the listings given to the American Legion are being utilized for recruitment purposes by three second-year Brookdale students who are themselves veterans. They have been hired under the work-study program and the Economic Employment Act, the latter through cooperation of Monmouth County, to contact all returning veterans and provide them with information about Brookdale. In three months, over 600 have been contacted by letter with many personal follow-ups in addition. Again, an aggressive contact and information program will swell their numbers in the college. Their attendance will equip them with potentially greater earning power and provide the county with more productive citizens.

Increasingly, those needing rehabilitative service in their wage earning years will be seeking career training. The community college is a natural agent to meet the wide variety of their needs. An example is a former Ringling Brothers circus clown, who developed a heart condition that would not allow him to continue his former work and is now enrolled at Brookdale. Through the learning assistance program he is brushing up on his forgotten educational skills which will help him succeed in the career program in which he is concurrently enrolled. Again, this effort will enable the student to return to productive work in our society at a skilled level.

Women, 60 per cent of whom are of working age but not employed, present a still largely untapped source of future students. Many women are faced with the possibility of becoming the family breadwinner, or at least making a significant financial contribution to the family

budget. Others have a sense of emptiness once their children are in school or have left the home and desire to fill their lives with self-fulfilling work or avocational interests. Many of these needs relate to one of Brookdale's programs. Numerous short, three- to ten-session, noncredit courses offered by our Institute of Community Services appeal to their wide range of interests. Completing one of these courses is often the step that gives them the confidence and interest to become credit-seeking students. In addition, our locally developed four-session Career Seminar provides them with information about careers which the women can synthesize with their own interest patterns. As a result, a growing number of women have been encouraged to enroll in a part- or full-time college program based on their newly confirmed career interests.

The Work Incentive Program of the local welfare office has been referring a number of prospective students to the college. Many of these are women who have been on welfare for quite some time who want to have an employable skill. Examples are two currently enrolled women, one with nine children, the other with seven. Not only will their completion of a career program break the welfare cycle for them, but their studying at home is having a profound effect on the children. Suddenly, "Mama is going to college," the ultimate in educational success in the children's eyes. With Mama studying at home the whole family now places a higher value on studying.

Retired persons are a group that are not being ignored. A major military base in the county has resulted in a large group of military retirees moving to the area—men who are still in their forties and fifties with another career a real possibility. One dynamic retiree is a man in his sixties who is enrolled in the nursing program. The retirees are potential students, not only for career programs, but also for self-fulfillment and interest courses. This group rep-

resents an increasing segment of our population. The steadily lowering retirement age and the continually lengthening life span combine to increase the number of physically and mentally alert years our citizens will have after retirement. Community colleges, unique among institutions of higher education because of accessibility in the community, represent an exciting potential for adding interest to the life and even productive years for millions of our retirees.

Brookdale Community College can identify at least ten sources of future students. One or two of these may be unique to Monmouth County; but, in general, they have commonality with sources available to most colleges. All communities have their unskilled workers whose services are in diminishing demand. All have their high school dropouts, their disadvantaged, their minority ethnic groups, their returning war veterans, their senior citizens and retirees, their career changers. All are—or should be—alert to the needs of women seeking entry or return to careers, of students who failed in their college of first choice and are in search of a second chance. Some even have in their midst vacationing students who would welcome the opportunity to pick up some additional credits. In any case, all of these people, as well as those who are normally college bound, are more and more becoming the charges of the community college in a learning society.

The new emphasis on career education—not a reiteration of the old emphasis on vocational vs academic pursuits—has offered new challenges to the community college. No longer can it be content to passively remain a reservoir of knowledge waiting to be tapped by those wishing to tap it. Rather, it must take its wares into the community, fit them to community needs, and make them readily accessible to all citizens within its service area. And, where ac-

### **Summary and Conclusion**

cessibility is not enough to motivate the educationally timid, the college must engage in an active recruitment program so that all people may be guided into career channels that contribute to personal fulfillment and to society's maintenance and progress.

# Potential Students: Los Angeles Trade-Technical College

By Edward W. Robings

Those who are planning for the future of the nation's community and junior colleges must look at the inner-city college serving a majority of students from the major ethnic minorities. They must also consider the role and the needs of those colleges that are primarily devoted to training students for trades and vocations. Los Angeles Trade-Technical College may serve as a representative of each.

Frank Wiggins Trade School, established in 1927, was the precursor of Los Angeles Trade-Technical College. The college was given the status of a junior college in 1949, joining the Los Angeles Junior College District which was established in 1931. In 1966, it was merged with Metropolitan College, another district college, located three blocks away and offering business education and academic classes. In 1969, the Los Angeles Junior College District was given autonomy as it ceased sharing a board and superintendent with the Los Angeles Unified School District. The resulting district had eight colleges, embraced 882 square miles, and served a population of almost 4 million persons and nearly 100,000 students.

Trade-Tech, one of the largest public vocationally-oriented colleges in the world, is located at the south perimeter of the Los Angeles business-industrial downtown district and at the north perimeter of the city's Black ghetto. It is both in the center of the district and a half-dozen miles away from three of the district's academically-oriented colleges: East Los Angeles, Los Angeles City, and Los Angeles Southwest Colleges. It serves approximately 5,000 day and 10,000 evening students; about 800 of the day students are enrolled in academic majors. It has long had a male-female student ratio of 4:1, with an average student age of 25. The ethnic mix of the student body is:

39 per cent Black

19 per cent Chicano

3 per cent Polynesian, Filipino, and Other  
Non-White

33 per cent Other White

5 per cent Oriental

1 per cent Native American

Many of the students who have academic majors and who live between Trade-Tech and one of the nearby surrounding colleges elect to attend the other college as the academic offerings of these colleges are more extensive and offer more depth than can be found at Trade-Tech. On the other hand, many students travel great distances from all sections of the district, often passing closer community colleges, in order to take the occupational classes which are unique to Trade-Tech. The racial balance of the college would be much different from what it is, probably consisting almost entirely of minority students, if it were not for the policy of the district which centralizes certain occupational curricula at the college. Considering the business-industrial nature of the immediate college neighborhood with few residents living therein, it is doubtful if a comprehensive, academically-oriented college would be viable at this location, especially as it would be surrounded by other colleges offering the same curricula.

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The college has a too-small main campus of 22 acres, plus a branch near the Los Angeles International Airport of 5 acres where classes in aircraft trades are taught. The other colleges in the district have campuses ranging in size from 40 acres to 427 acres and averaging 111 acres. Substantial expansion of the campus would be prohibitively expensive due to the cost of adjacent properties which are zoned for commercial use. The main campus, formerly a high school, has a mixture of buildings constructed in the 1920's and modern buildings of two and three stories built since the college's acquisition of the site in 1957. The business



classes, the library, and many of the academic classes are held in temporary, relocatable buildings; they were forced out of the Metropolitan College six-story building by the February 9, 1971, earthquake.

The trade and vocational members of the day, full-time faculty are experienced in the fields in which they teach, having had a minimum of 7 years and an average of 12 years on-the-job experience. Generally warm, friendly, and down to earth, they reflect in large measure the social and political attitudes and opinions of those in the blue-collar occupations from which they came. The academic faculty tend to reflect the attitudes and opinions of more typical college professors. There is some tension between these two groups. Reversing the situation in the other colleges in the district, the vocational-technical members of the faculty are in the majority; their attitudes and opinions tend to prevail, much to the consternation and frustration of some of the academic members.

Looking into Trade-Tech's future, one might see problems solved and challenges met in such a way that the educational program would be enhanced, the effects upon the students would be positive, and the college would maintain its traditional leadership in vocational-technical education. If this were the case, some of the following events would occur.

The district would maintain its long-standing policy of concentrating on trade and vocational education which requires a great expenditure of money for equipment at this college. It would keep training programs close to the industries involved by operating them at the only location in the downtown area—Trade-Tech. The board of trustees would resist political pressures from feeder communities to disperse this training and to either duplicate the college's courses at other district colleges or to move some

### **A Look into an Ideal Future**

of Trade-Tech's programs to those colleges. Continuance of this district policy would continue to bring students from all parts of the district to the college, thus maintaining the integrated student body with a rich mixture of students from all ethnic groups that the college now enjoys.

At the same time, the college would encourage every student to further his general education, regardless of major. Additional academic courses would be offered as the college would continue to broaden the scope and the depth of these academic offerings.

The college would take steps to investigate the newest developments in business and industry, and it would accelerate its efforts to stay up with them, if not ahead of them. It would find a way to free its vocational coordinators for this work or it would hire a person or persons with this sole responsibility. Its programs would utilize equipment as new and as adequate as that used in any firm or provided at any training institution in the nation.

The college would develop additional programs for the "new student." The state and the district would provide additional funding for disadvantaged students, making it possible for every student to obtain the tools and materials for his particular trade or vocational training and the books for his lecture classes. Special orientations would be developed for those recruited through Economic Opportunity funding; for almost two hundred Native Americans who have been uprooted from a tribal, supportive community and left to their own devices in a hostile urban development; and for others needing special help in adapting to advanced education in college in a large city. Additional classes designed to serve all students, but to appeal especially to these students, such as Native American studies, would be developed and offered.

With increased state and federal financial

support and resulting improved educational methodology and smaller classes provided to the inner-city schools as a result of the Serrano decision, students from those schools (which supply a majority of the college's student body) would come better prepared for college work than they have in the past. The college would continue to develop effective, innovative approaches to developmental education, such as multi-media learning centers. The faculty would develop teaching techniques that would be effective with students who have not been admitted as selectively as they once had been.

The state and district would provide money for substantial capital improvements. The long-promised business-science building, originally scheduled for construction in 1970, for which the first shovelful of dirt is yet to be turned, would be built. This building would provide needed classrooms, and it would take the library from its present temporary location, as called for in the plans. The plans would be changed to include a campus center, equivalent to those on all other district campuses and including a handsome lounge adequate for the college's student population, offices for the associated student body officers, and for the student personnel services staff.

A plot of land surrounded on three sides by the college and occupied by a Parent-Teachers Association clinic (with a small auditorium and accommodations suitable for college classes or offices) and a coffee processing facility would be purchased. In addition to providing additional classroom and office space, this would allow for the closing of a street and enlarging of the athletic field, with a football field and bleachers—once again providing facilities enjoyed on other district campuses. Community services tax funds would be utilized to renovate the auditorium, making it one of the finest in the inner-city with little more than the provision of carpeted aisles, padded theatre seats and a fresh

coat of paint on the walls (California provides for a separate tax for community services). Community services tax funds would also be used to provide a swimming pool. All campus buildings would be given exterior paint jobs with a color that would give the campus a cheerful, clean look.

The academic snobbery implicit in some of the new transfer requirements of the state colleges affecting students who have taken vocational-technical classes not offered on their campuses would be revised to allow for the continued transfer of Trade-Tech's occupational students, especially those who decide upon completing a course of study that they would like to become industrial arts teachers.

Career training throughout the entire scope of education, from kindergarten through high school, now being advocated by the United States Office of Education and implemented by schools across the nation, would bring about a new interest in related college-level education. This demand for career education would be supported by a concurrent demand for greater numbers of persons with college training adequate to a technology that is increasingly complex. (The area of electronics provides an example of this: an experienced printer indicates that students in the printing department will need to minor in electronics in the near future as more and more material is printed on computerized and electronic equipment; representatives of the aircraft industry request a new class in electronic instrumentation for our students and for the retraining of their employees as new planes roll off the assembly lines with this type of instrumentation replacing the types formerly used; and a major automobile manufacturer announces that its 1973 model automobiles will have electronic ignition systems.) These new demands would cause the college to expand its already considerable efforts in the retraining of those already employed. Ways would be found

to expand the short-term course concept, perhaps through an expansion of community services offerings.

The college would expand its training programs in the service-oriented vocations as ecological demands, interests, and legislation would force the abandonment of those industries that cannot operate without unduly polluting the atmosphere or the ocean. The already considerable growth of service industries would be further accelerated as economic necessity would cause the community to create more service-oriented businesses in place of those that would have to be eliminated.

Accession to the just demands of women's liberationists would drastically change training and employment patterns. Not only would women dramatically increase their numbers in the professions (presently 7 per cent of American physicians are women; 3 per cent of lawyers are women; 1 per cent of engineers are women; no women sit in the United States Senate, though several are in the House), but increasing numbers of women would train for trades and vocations that have traditionally barred them (the college has limited enrollments reflecting this pattern; it has recently enrolled its first women students in auto mechanics and motorcycle repair). New attitudes toward femaleness and maleness of occupations would affect male students, also. For instance, men who have served as medics in the armed forces are increasingly studying to become nurses. The net result of these changes would be to equalize somewhat the ratio of men to women at the college.

Certain labor unions which have resisted pressures, appeals, and mandates that they include more citizens from the minority communities in their apprenticeship programs would not only accede to this, but they would also hire minority personnel as instructors. They would not establish training programs in their own

facilities as some have advocated, but they would continue long-standing arrangements for apprenticeship training at the college.

The college and the district would adopt and vigorously support an affirmative action program. Blacks and Chicanos would move into administrative, coordinator, and counseling positions; the number of minority instructors would be dramatically increased. This would insure good relations between the college and the almost exclusively minority community surrounding it; it would provide success models for and improve communications with two-thirds of the student body who are of minority ethnic heritage; and it would alleviate tension between minority staff and those they report to and take direction from in the course of carrying out their assignments.

Testing would continue for applicants for admission. Aptitudes, skills, and abilities essential to success in some fields would be evaluated; for example, those who cannot distinguish between differences of color and shading would continue to be excluded from the cosmetology program because such discrimination is essential to a cosmetologist in dying hair. Those who are deficient in English would continue to be given a remedial class prior to enrollment in the basic, transferable college English course (English I). Testing for most fields would be administered with nationally-validated test instruments published by companies with extensive resources for research and development; they would include segments developed for unique or unusual Trade-Tech programs for which nationally-administered tests are not available. Except where it could be determined that tested skills, aptitudes, or abilities were essential to success in a program, testing would be used for guidance purposes only; students would not be excluded from programs, they would simply be informed of their chances for success in various curricula, and they would then be left free to

select their own course of instruction.

The college's community services programs designed to acquaint potential students with the college and its training programs would be expanded. Trade-Tech would join other district colleges in providing cultural programs to the community through community services funding. Community services funds would be utilized for community development projects also, such as campaigns to reduce the use of dangerous drugs and narcotics and the prevention of venereal diseases.

The administration would schedule time for long-range planning and the discussion of philosophical questions regarding the goals and objectives of the college. Students and faculty would be brought into these discussions as the concept of collegiality and involvement of the various constituencies on campus would bring about a feeling of community, loyalty, and support for the college.

The preceding look into a crystal ball, revealing the solution of problems and the meeting of challenges with what the author considers to be positive actions, has given indications of what the potential students would be like, given those actions.

It should not be necessary to look at each situation again, positing adverse actions or contrary solutions. One needs but to look at each of the postulations made above and imagine the negative result of adherence to the status quo or through opposite actions, and to imagine the alternative results.

Many people in positions of authority will be making decisions in years to come that will determine who the potential students of Los Angeles Trade-Technical College are to be. One decision will cause someone or some group to

**Maintaining  
the  
Status Quo**

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**Summary**



decide to attend the college; another will lead another person or others to attend some other college. Oftentimes they will be making these decisions unmindful of the effect upon the college.

Federal and state officials will develop policies for the expenditure of Vocational Education Act funds in community colleges; the Los Angeles Community College District Board of Trustees will allocate such funds to the district colleges and decide where vocational-technical programs will be taught within the district. The State College Board of Trustees will determine the acceptability for transfer of the college's non-academic classes. These decisions will have a great impact on the vocational-technical enrollments at Trade-Tech.

The district board will play a major role in determining the destiny of the college and its potential student body by deciding the level of expenditures for capital improvements and for the hiring of faculty. It will also set the attrition rates of economically disadvantaged students as it determines the amount of money that will be provided in matching funds for state and federal programs (oftentimes as little as 10 per cent of the total) and to supplement these programs with district-funded orientations and classes. The extent to which it utilizes the permissive community services tax will have an impact.

The board and the local administration will share the responsibility of providing advancement positions to a significant number of minority personnel.

The college administration's greatest challenge will be in maintaining the leadership that the college has shown for decades in vocational-technical education. Federal funding and public pressure are encouraging other district colleges to expand their occupational education offerings. New developments in business and industry are making it very expensive to keep up with current technological developments requir-



ing the purchase of new equipment. The developments are creating a demand for expansion of retraining efforts.

Such factors as the acceptance of women into male-dominated trades and vocations, and determination of the amount of demonstrated skill, aptitude, and intelligence required for entrance into various curricula will have an effect upon the make-up of the student body.

Perhaps the greatest impact on the potential student of Trade-Tech will be the effectiveness of the personnel of the college in anticipating its needs and planning for its future and, then, the state and board providing the autonomy and the funding needed to meet those needs and implement those plans.

## Conclusions

This is one man's view of a college. Every person who looks at this college—whether a student, a trustee, a faculty member, or an independent researcher—finds something different. Many of the persons who will be in positions to determine the future of the college will not agree that its needs or the solutions to its problems are those enumerated here.

Some of the actions suggested herein will not be taken. Some will be rejected by those with different social and political views or different philosophies of education from the author's. Some will be rejected because of their cost and the competition for funds between community college districts statewide and between colleges within the Los Angeles Community College District. Others will be taken because of a unanimity of opinion supporting them. Still others will be taken because society will demand them whether the local decision-makers agree with them or not. These demands will sometimes be expressed in terms of state and national legislation, action of groups such as the United States Office of Education or the California Coordinating Council for Higher

Education, and interpretations of Constitutional rights and orders from the courts.

Regardless of the actions of the decision-makers, the student body of Los Angeles Trade-Technical College will be more the same in the future than different. Some increase in the number of minority students appears to be inevitable as the minority population of the inner-city increases, greater numbers of persons in minority groups seek higher education, and some dispersion of occupational education occurs. The age factor will be balanced by older veterans seeking further education in the community college and younger men going into college without taking time out for the military first. Some increase in the number of women students will result from the demands of female students of equality in educational opportunity and the ratification of the Equal Rights Amendment to the Constitution. The total student population will be held in check by the limitations of the size of the campus and the expense of significantly expanding it.

The college has a tradition of excellence and leadership in trade and vocational education. Its student body, faculty, administrators, and trustees are dedicated to the proposition that Trade-Tech should continue to be the best community college principally oriented toward career education. These people are also united in their belief that this career training should be supplemented with the general education necessary to develop the most widely educated craftsmen possible. The dedication and unanimity of the constituencies will generate the resources necessary to the continuation of career programs and academic education that will be worthy of support and emulation of colleges around the nation and around the world.

# The Needed Institutional Response

By Richard C. Richardson, Jr.

For the first time in nearly two decades the astronomical growth rate of community and junior colleges exhibits signs of peaking. In a number of our institutions enrollments have actually begun to decline. These developments occur in the face of Carnegie Commission predictions of continuing growth and in advance of the date on which enrollment stabilizations should have been expected as a result of a decline in the number of college age students. Community-junior colleges have frequently been promoted on their merits as second chance institutions for students who could not be admitted to other institutions. This function of the community college may well suffer in the decline of popular commitment to baccalaureate education for everyone, resulting in more freshman seats for this kind of education than there is demand.

One obvious answer to this development involves increased emphasis upon career education programs. At the same time, this alternative is not without its problems. In a number of states, the failure to coordinate vocational-technical education with community college development has led to competition and duplication, and has placed limitations on the effectiveness with which needed services are provided. It is generally recognized that providing career programs is substantially more expensive than providing college parallel programs. Most community colleges have used large enrollments in college parallel programs to offset the higher cost of career programs. A decline in the enrollment of baccalaureate students, combined with increasing costs for all programs and diminishing financial support, represents a serious barrier to the development of new career programs.

If we truly accept the responsibility of helping nontraditional students make the transition from less responsible to more responsible positions in our society, a certain amount of reform in career education is essential. Certainly the

individualization of instruction must occur if students with different learning rates and different degrees of disability are to achieve an acceptable level of competence in a career area. In this regard, the use of behavioral objectives, of non-punitive grading systems, and of the systems approach to instruction, can be particularly helpful in equalizing opportunities for students to achieve mastery of technical competencies.

The related problem may be more complex. We can observe in many of our institutions students failing to complete career programs because of an inability to master the general education courses prescribed as a part of the total learning experience. While it is not difficult to support the thesis that a community college graduate should exhibit the marks of an educated person as well as technical competency, it is frequently difficult to relate the content and methodology of general education courses in the humanities, the social sciences, mathematics and the sciences with the realities of contemporary social needs.

As a matter of fact, there is evidence to suggest that the entire program of general education as represented by those courses we require individuals to complete, not because they impart some technical competency but because they are traditionally considered a part of the total experience of an educated person, are missing the mark and may even be counterproductive. A central focus of the general education experience ought to be to humanize individuals. The current sequence of discipline-oriented courses is based upon the assumption that if individuals are exposed to a minimum level of content in literature, in history, in psychology, and in other fields of knowledge, they will possess the capability to integrate these fragments and to use them effectively in their daily living. While this is a tenuous assumption at best, it is rendered even less certain by the methods used to impart the content. Far from

contributing to a humanizing process, the general education program may, in fact, dehumanize, by its emphasis upon content, by the temptation to economize by using large impersonal classes, by a grading system which is punitive in nature, and by the failure of institutions to give evidence of their belief in values through concrete action.

The general education program is in need of radical reform. Since it represents the vested interests of a majority of the educational establishment, resistance to reform will be very great indeed. At the same time, a blind repetition of current practice can only increase the alienation of students who have no chance of succeeding.

Closely related to the deficiencies of our general education programs is the obvious failure of our developmental programs. During the first half of the last decade, developmental courses, when offered, were programs designed to keep students marked for failure out of the traditional general education program. Reluctant faculty members were given the assignment of correcting the deficiencies accumulated during 12 years in a period of one semester, or at best, a single year. Developmental courses were not accepted for college credit, consequently, a student might spend a year in college and still be no closer to the attainment of his objective. The courses were repetitive of high school experiences and served primarily to convince students that the prevailing judgments of their academic worth were, in fact, correct. Not surprisingly, the attrition rate for those required to enroll in developmental courses was extremely high.

Increasingly, during the past five years, and in some instances dating back beyond that date, institutions have attempted to structure special sequences of courses preparing students to compete successfully in the college parallel or career programs. The newer programs have attempted to integrate instruction in the skill subjects with

general education courses frequently applicable toward the earning of an associate degree. Counseling services have been added to the instructional sequence, and programmed instruction has replaced the classroom approach typical of the earlier developmental sequence. This type of program which has been adopted by a number of four-year institutions and advocated by the Carnegie Corporation under the rubric of the foundation year, represents a significant advance over the earlier approaches. Such programs, however, do not adequately meet the needs of many students who are coming to community colleges.

There is still the problem of credit toward a credential. Four-year institutions and most community colleges feel they are lowering their standards if they grant college credit for experiences which duplicate high school and sometimes grade school learning. Consequently, when students complete the foundation year, they remain almost as far from a career objective as they were when they entered the program. Since the programs usually do not incorporate a vocational component, the student does not have an opportunity to engage in activities which might provide the best opportunity for motivation. The heavy reliance on programmed materials, much of dubious quality, is another problem. As in the case of the general education program, the socialization process is being subverted through impersonal methods of imparting content and skills.

The developmental courses typical of the early 60's at least represented a concession to the presence of students not traditionally considered of college caliber. The development of foundation-year programs in the mid-60's was a giant step forward since it represented the commitment of institutional resources to the proposition that an institution admitting non-traditional students accepted a responsibility for working with them, rather than tolerating them.

until they became discouraged and quit. We are now ready for a third step in the evolutionary process. The foundation-year program can become an accepted part of an individual's progress toward recognition for technical competence by the institution if we define more carefully the acceptable standards for performance in each area for which we prepare students and then relate requirements to competencies rather than to arbitrary or fixed standards prevailing at institutions with vastly dissimilar purposes.

The areas of community services and continuing education deserve mention, not so much because of any need to alter direction significantly, but rather as an example of the kind of adaptation that can occur when institutions escape the boundaries of tradition. Community colleges have pioneered in the development of a wide range of educational services to employed adults and to those seeking employment, as well as providing enrichment and leisure time opportunities to enhance the cultural level of a community. If the programs of general education and the foundation-year programs were as imaginative and creative as the responses in community services and continuing education, there would be much less need for concern about the future.

It is apparent that the requirements for retraining will create a large pool of adults who will need additional education periodically throughout their lives. The opportunities to sponsor seminars, workshops, and conferences is a logical outgrowth of the commitment of the community college to career education. It is also an avenue through which the necessary level of involvement by these groups can be secured to make the programs successful. The flexibility of community colleges in responding to the needs of such diverse groups as mature women needing skills to enter the labor force, senior citizens, employed adults seeking ad-



vancement, and a host of other potential students represents a major commitment for most community colleges. The extent to which the community college can reach and serve more mature segments of the population may well be a critical determinant of its future success.

### **Recommendations**

1. The concept of general education as it currently appears in community-junior colleges should be carefully evaluated. Attention should be given to a clear definition of the objectives of this part of the curriculum and the extent to which the current discipline offerings are meeting these objectives. Wherever possible, the needs of students, the social context in which they function, and interdisciplinary approaches should be mixed to yield new approaches. Colleges should be encouraged to experiment with modular scheduling so that the intensity and duration of general education experiences can be altered depending upon the objectives of the program.

2. The current trend toward individualized instruction through use of the systems approach and behavioral objectives should be encouraged, primarily with respect to the mastery of technical competencies and specific skills. The uncritical application of the same approaches to the general education program should be reviewed in terms of the impact on the socialization process, particularly when the subjects being taught demand the examination of attitudes and values.

3. The concept of the foundation year as the basis for serving students with learning disabilities needs to be reviewed. To the maximum extent possible, institutions should attempt to incorporate a career component and credit toward a specific objective for all experiences offered as a part of the foundation year. The possibility of integrating the foundation year as a part of the student's total college program



should also be explored.

4. Community colleges need to work out arrangements for a closer integration of the career programs they offer with the efforts of the vocational-technical schools, both at the secondary and postsecondary level. Every effort should be made to enhance articulation between the career programs of community colleges and comparable programs at the secondary level in vocational-technical schools.

In 1965, the Raines report on the appraisal and development of junior college personnel programs was published. Partly as a result of the impetus of this report, most institutions made a significant increase in their commitment to student services during the five years which followed. Certainly, more services are offered today, and the services are better staffed than they were at the time the commission made its original study. However, there is reason for significant concern about the return in new and augmented student services this investment has yielded.

There was a period of time when the general assumption seemed to be that most student problems could be solved, if only the student-counselor ratio was sufficiently low. As institutions increased the number of counselors, faculty involvement with students underwent a concomitant decline. Activities previously carried out by faculty members were delegated to counselors. The net result seemed to be little improvement in relationships between the institution and its student body and a further fragmentation of the educational process, with some specialists assigned the responsibility of transmitting content, while other specialists were assigned the responsibility of dealing with emotions and attitudes.

The field of counseling itself has experienced some significant alterations in its concep-

## **Student Services**

tualization of the counseling process. The most obvious result within the institutional context has been continuing difficulty on the part of the counselor in explaining and rationalizing his role within the institutional order. Perhaps the greatest criticism that can be leveled at student personnel services in general, and counseling in particular, is that they have followed rather than led in the process of institutional change.

By and large, student services have served institutional purposes rather than student purposes. That is not to say that they have not provided services to students, it is rather to say that these services, like the foundation year, have focused upon adjusting students to institutions, rather than institutions to students. As a consequence, student personnel workers exhibited no greater success in identifying or coping with the conditions that led to student unrest and activism in the late 60's or early 70's than instructional services. To say that student services were no more effective in dealing with activism than instructional services, is in effect a condemnation, for student services were established to deal with these kinds of problems while instructional services did not depend for their justification upon this type of contribution.

If community colleges are to serve as more than educational supermarkets, student services have a critical role to play. This role can be implemented, however, only as student services become prepared to lead rather than to follow. The process through which counselors have been decentralized on a number of campuses, bringing them into increased contact with faculty and students, affords them an opportunity to exercise a much greater influence within the college community.

Human development courses based upon encounter techniques and taught by counselors can demonstrate how attitudinal and value change can be implemented. When these courses are offered for faculty as well as students, sig-

nificant changes in the institutional environment can occur. If community colleges are to shift their emphasis from dealing with quantitative increases to encouraging qualitative improvement, student personnel workers can offer a major contribution through serving as human development specialists, providing the catalyst through which attitudes of faculty and students alike are challenged and changed to the enhancement of both.

### Recommendations

1. Community colleges should be regarded as institutes-for human development as well as institutes for imparting technical competencies. Counselors can play a key role as human development specialists through teaching human development courses for students and faculty and through decentralizing their services so that counselors live in close proximity to students and faculty rather than to other counselors.

2. The focus of student personnel specialists should be upon helping the institution adjust to the needs of students rather than the reverse. This implies that student personnel workers have a responsibility to develop in detail, information about the characteristics of the students they serve and the students they ought to be serving and to use this information to promote institutional change.

3. Institutions should seek out ways to promote the concept that all staff members are responsible for student development and as such have student personnel responsibilities. Just as counselors can teach human development courses, so too can faculty provide individual counseling. The emphasis should be upon an integration of the total learning experience through multiple and overlapping contributions by all of the members of the staff.

of Teachers existed to challenge the dominance of administrators and boards, and this group exercised power primarily in community college systems that had evolved out of relationships with secondary schools. Subsequently, however, the National Education Association changed its posture on matters involving professional negotiations and they have since been followed by the American Association of University Professors. A number of states have passed laws requiring boards and administrators to negotiate a wide range of issues.

The impact of teacher unionization has been to create a house divided. The collegial atmosphere which once prevailed has been replaced by mutual suspicion and distrust culminating in power struggles accompanied in some instances by strikes, law suits, and retaliatory dismissals. The intensity of the struggle between faculty and administration has helped to obscure the lack of attention to student needs and to the change process previously described. Even where faculty have not affiliated with external associations, there has been a movement toward associations which have excluded administrators.

The most probable outcome of unionization is a formalization of the status quo. It is not the only outcome, however, it is the most probable. The challenge is to find ways of using newly developed faculty interest in the institutional decision-making process to contribute to the process of change rather than impeding it.

It should be recognized that the majority of our institutions have not yet experienced faculty unionization. Some institutions have avoided this development even though they were in areas where adjacent institutions were undergoing the process. It is imperative that we study the conditions which lead faculty to feel the necessity of an external affiliation and to take steps to forestall this need in those institutions that have not yet undergone the process.

Where institutions have external affiliations, both sides must move toward a new understanding whereby the external affiliation is used to negotiate matters related to the economic well being of the faculty members, while at the same time a more collegial relationship is encouraged to deal with those matters related to student needs and to the future direction of the institution.

Frequently administrators speak of college communities. A community is an arrangement that promotes the common welfare. It is quite distinct from an arrangement where some benefit at the expense of others. We need to instill in our institutions a sense of community. We need to remove the artificial distinctions that accompany the attempt to ascribe status to some positions at the expense of removing it from others. We need to promote the concept of student equality in the educational process, recognizing full well that this can only be done through promoting faculty equality.

To advocate a sense of equality within the concept of community in no way implies the abdication of responsibilities that can best be carried out by administrators or faculty. It does mean that suitable methods should exist for resolving conflict in such a way that no one group always wins or always loses. It does mean that the status differentiations which are encouraged should be related to function and not to ego needs of incumbents.

It is unrealistic to expect that administrators operating in isolation from faculty can achieve the kind of change that is necessary to provide a secure and constructive future for community colleges. Faculty members acting in an adversary role to administrators cannot expect to achieve significant change either. Certainly the futility of illegal action by student constituencies has already been demonstrated. It is only as these three groups can be brought together to make common cause through ar-

rangements acceptable to all that we can hope to achieve a solution to the challenges confronting us.

### **Recommendations**

1. Institutions which have not yet experienced the polarization of faculty and administration should undertake a study of their governance system and the quality of relationships that prevail. The end result of this study should be the development of a governance structure which anticipates the kinds of problems that can lead to polarization and provides alternative means for conflict resolution.

2. Institutions which have undergone the process of polarization and/or the affiliation of faculty with an external agency should seek in every way possible to identify and stress the common goals of those who serve the institution, while at the same time finding effective ways of resolving areas of difference. In non-economic issues the institution should seek out structures that will permit faculty, administrators, and students to work together to seek an approach which best meets the needs of those the institution serves rather than approaches oriented to the special interests of the various constituencies.

3. Institutions should seek to promote the concept of college community in which a sense of equality exists with respect to the learning process. Artificial distinctions which emphasize status differentials to the detriment of the learning process should be avoided. Systems of rewards and penalties which make one constituency dependent upon another without any just recourse in the form of grievance procedures should be avoided.

4. Each institution should develop a system of governance which is sufficiently flexible to take advantage of the least complex way of reaching decisions through administrative action, while at the same time providing for an alternative to administrative decisions in the

form of joint committees and senates when a specific issue threatens the unity of the college community. The system of governance should provide legitimate access to the board of trustees for each of the various constituencies under prescribed circumstances. In addition, each constituency should have access to a grievance procedure to protect its members against unilateral or arbitrary action of an inappropriate nature.

### Accountability

Community-junior colleges face the future with varying degrees of fiscal uncertainty. As one consequence, there has been a greater emphasis upon accountability. The concept of management by objectives has been advanced as one approach to implementing accountability. In an era of aroused public concern about the effectiveness of our institutions of higher education, we need to be in a position to provide hard data on outcomes. Education has been described as being input oriented. We tend to evaluate quality on the basis of such measurements as the student-teacher ratio, the number of books in the library, the number of doctorates on the staff, and the average faculty salary. None of these have any direct relationship to the effectiveness of the educational process nor should any of them represent objectives in and of themselves. The use of performance objectives and contributions of institutional research can help to produce the type of evaluative information that is so essential if our institutions are to be selective about the alternatives that are preserved and those which are sacrificed in the period that lies ahead.

Closely related to the need for improved definition of objectives, as well as methods of evaluating the extent to which those objectives are achieved, is the management information system. The use of the computer makes possible the simultaneous consideration of a large number of variables in relation to one another



and the use of these variables to predict outcomes. The purpose of a management information system is planning and evaluation through permitting cost estimation over a period of years based on certain assumptions relative to the educational program, staff and other key variables. While management information systems at the institutional level are still in their infancy, state requirements imposed by planning-programming-budgeting systems (PPBS) will force more institutions to move in this direction.

It is apparent that the management information system will come to serve as the focus of interaction between state and federal agencies and the institution. The data that is required is similar for both. Perhaps it is well that states are taking the leadership in the development of these systems since inputs and outputs need to be compatible if the institution is not to be put to a great deal of unnecessary work.

## Recommendations

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1. The use of management information systems should be explored by all institutions with a view toward achieving the following objectives:

a. The development of a data base which will be compatible with state requirements for information relative to program planning and projected costs while at the same time maintaining accountability.

b. The development of a five-year forecast providing detailed planning information for the institution with respect to the cost estimations of implementing various alternatives.

c. Assessment of the impact of a change in student mix from the current emphasis upon college parallel programs to a projected emphasis upon career programs.

2. Each institution should develop programs of institutional research to provide evaluative data with which staff members may de-



termine whether or not an alternative which offers the possibility of increased effectiveness is justifiable in terms of its efficiency.

3. Community and junior colleges should increasingly explore private support as one alternative to reducing services because of limitations on new funds from other sources.

### Conclusion

During the past decade, community-junior colleges have earned for themselves a position of importance and respect as a vital part of the American higher education system. For most of this period, the bulk of our collective energies has been focused upon the logistical problems of doubling the number of institutions and quadrupling the number of students. Only recently has the pace of development provided us with the opportunity to concentrate on the qualitative aspects of educating large numbers of students who have nontraditional preparation for higher education through individualizing services to compensate for the extreme diversity of our student bodies. A new era in higher education is now on the horizon as foretold by the relative decline in number of applications, changes in curriculum preference, new forms of institutional relationships, and fiscal uncertainty. These conditions necessitate re-examination and renewal.

# The Auraria Campus Response to the New Student

By Donald H. Godbold

The Auraria Campus is one of three campuses of the Community College of Denver. The college, which serves the five-county metropolitan area of Denver, is one of the colleges in the state system of community colleges enacted by the Colorado State Legislature in 1967.

The colleges of the state system are under the authority of the State Board for Community Colleges and Occupational Education. However, each college is served locally by a council of five members appointed by the governor. Specific functions of the council are delineated by the statutes, which make the councils the immediate local authority to which the colleges report. The chief administrative officer of the Community College of Denver is the president. The chief administrator of each campus is the campus director.

The Auraria Campus is located in downtown Denver and serves primarily students from the city and county of Denver. The campus offers a comprehensive program of instruction in general studies, and specific occupational areas, which may lead to associate degree or certificate attainment. The major thrust is toward occupational programs, with the intent to maintain at least a 50:50 enrollment ratio between occupational programs and general studies. The philosophy of the campus encompasses open admissions, regardless of previous academic attainment, the implementation of a system of continuous registration, and nonpunitive grading.

Utilizing the traditional method of characterizing students, the student body encompasses all socio-economic levels. It is multi-racial/multi-ethnic, with the major racial and ethnic groups being Whites, Chicanos, Blacks, Asians, and Native Americans. The percentage of students representative of ethnic groups other than white approximates 40 per cent. The average age of the students is 27 years.

### New Students

In many ways, the "new student" has already arrived at Auraria. There are enrolled, in addition to the typical college student, the older student; the bi-cultural, uni-lingual and bi-lingual Chicano student; the Black student; the high school drop-out; the high school graduate inadmissible to four-year institutions; the drop-out from the four-year institution; the drug-addict; the exconvict or lawbreaker on parole; the pimp; the prostitute; the welfare recipient; grandmothers and great-grandmothers; Black Muslims; Brown Berets; Black Panthers; and Archie Bunkers. The characterization of these students, of course, is not meant to imply that they are not good students. However, each brings to the campus a different set of circumstances and problems to be accommodated.

For the most part, the students mentioned above have adapted to institutional modes and structures. However, the new student of the future will include many who will not be accommodated by institutional modes and structures, as presently configured.

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The new students will include those who cannot immediately adapt to the traditional methods of instruction; those whose personal situations are not accommodated by the typical school day; those whose linguistic and cultural problems transcend present approaches to visual and oral communication; those who have an aversion to the college campus for cultural or other reasons; those who are aged and for whom the college campus is inaccessible; those who are college graduates and post-graduates whose concern is for new information rather than college credits; those who are interested in immediate short-term retraining and job upgrading; those whose anxiety about the attainment of education overpowers their motivation to attempt its acquisition; and those for whom the entanglements of their personal lives infringe upon their studies. These represent only a few

of the kinds of students whose needs will have to be met by Auraria Campus to provide educational opportunity for all.

There are probably other students of the future whose needs are not now visible. The mission of the Auraria Campus becomes not only that of improving methods of instruction—which will benefit only those who find their way to the campus—but to devise means to reach those who have been unreachable.

The Auraria Campus of Community College of Denver is totally supported by the State of Colorado. Money for the operation of the campus is appropriated to the college by the state legislature through its joint budget committee, upon the recommendation of the commission on higher education.

It can be said with a sense of candor that the needs of some students in attendance at the Auraria Campus are being met in certain areas in spite of impediments posed by the legislature rather than because of it. In spite of reams and reams of supportive data, actions of the commission and the legislature indicate that their knowledge and full appreciation of the mission of community colleges borders on the minimal, and in some instances, has had an impeding influence. As witnessed by their methods and the amount of their appropriations, these bodies have not demonstrated the perception, vision, insight, and openmindedness needed to wisely recommend and appropriate. If the new students are going to be served, unique formulas and methods other than those traditionally used to determine appropriations for four-year institutions will have to be devised, to eliminate present budgetary gymnastics.

#### **Financial Support**

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#### **Access to Opportunity**

To provide equal educational opportunity for all means providing equal access to educa-

tion. Such access, of course, defies space utilization charts, full-time equated enrollment figures, and the generation of student credit hours. The response of the Auraria Campus to the new student shall be an attempt to provide access to educational opportunity by a variety of methods.

An attempt is being made to provide flexible scheduling from which students who come to the campus can develop class schedules to accommodate their unique needs. This will involve a variety of scheduling techniques to include the traditional method of scheduling, modular scheduling, and mini-schedules of intensive short-term courses for full quarter credit. Additionally, it will involve personalized, independent, unscheduled, self-paced instruction. Such instruction will be based on non-competitive, developed or prescribed performance objectives, and the one-to-one and small group interfacing of student with instructor. It will necessitate the development of course packages that will facilitate supervised independent study; and facilities, media, and hardware that will accommodate this need.

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We will also attempt to develop course packages, programs, and course modules similar to those mentioned above that can be studied at home with necessary media and equipment that will require a minimum of supervision. These will meet the needs of persons who find it difficult to maintain any schedule on campus, but who could arrange to meet periodically with an instructor.

#### **Outreach Centers**

Access to educational opportunity will also be attempted by means of outreach centers away from the campus, but within cultural surroundings familiar to new students. These will meet the unique cultural needs of persons who require supervised instruction but who will not initially come to the campus. These are persons whose

culture, linguistic or other, is indigenously yoked to the barrio or ghetto, for whom the environment of the college campus can be initially traumatic. Many of these courses will conform to the unique needs of the community, which will include bi-lingual instruction and courses specifically developed to cater to the culture of the community in which they are offered, as well as courses in occupational and general studies. The aged and others who prefer the comfort of familiar community surroundings are also included. Such a program has been started by Auraria.

Auraria's efforts in this direction include classes that are scheduled for five-weeks' duration for a full quarter's credit, independent study, and continuous registration. Its program of continuous registration allows a student to enroll and enter class or receive instruction at any time throughout the quarter. To facilitate this program of continuous registration, the counseling division, in conjunction with divisional directors and instructors, have determined the period of time during which a student may enter the different classes and possibly receive a passing grade through classroom instruction. Students who enroll after this time may enter classes and utilize the resources of the instructional laboratories, which are discussed later. Faculty are asked to develop their courses in modules for independent study for the period during which students may enter and receive a passing grade. Additionally, materials relevant to their courses are developed or recommended for purchase by instructors for deposit in the instructional laboratories.

Students who do not achieve success are not penalized. Those who enter very late in the quarter may receive an "I" (incomplete), which can be made up during the next quarter, or by arrangement with the instructor. Students who receive a "D" or failing grade may elect not to take the grade and receive an "NC" (no credit),

which is not reported on their transcript. They must, however, repeat the entire course to receive credit.

Special scheduling and personalized independent study could defy the traditional semester, quarter, and trimester terms of study. It is apparent that if the above becomes a reality, from time to time facility utilization will vary, the full-time equated student enrollment will fluctuate, systems will have to be adapted to continuous enrollment, and different methods will have to be utilized for determining faculty loads that must include time for course development, and personnel needs that will seriously challenge present methods of financial rewards and support.

### **Counseling and Supportive Services**

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Meeting the needs of the new students will require a redefinition of student services toward an accountably constructive approach to student development. A new conceptual framework will have to be devised by which counselors are more involved in mediating the learning needs of students. The Auraria Campus is attempting this redefinition. We are trying to break the counselor out of the traditional mold of non-directiveness and functions of a perfunctory nature, into an activist-oriented style of counseling. We want to utilize practical approaches to the mediation of learning problems of students, as well as their personal and social problems, in order to facilitate their development. There is debate about decentralizing counseling centers and locating counselors in instructional divisions, or scattering them about the campus. This debate continues because of concerns of the teaching faculty and some administrators who are constantly asking for some justification, job description, or role definition, for counselors.

To serve the needs of the new students, counselors and counseling services will have to make themselves such a viable asset to the col-



lege operation that there is no longer any question of their role or reason for being. However configured, counselors should not be static; their roles should be well established, and their influence should be felt in a ubiquitous manner.

A position being taken is that the new students, many of whom will be of minority designation, and of lower socio-economic levels, will have different kinds of needs to be met in counseling; will have to be approached differently in the counseling process; and will need more practical solutions to their problems as they relate to learning and personal needs, before more esoteric applications of counseling theories and approaches will be accepted, respected, and meaningful to them.

#### **Team Approach**

To make it possible for counselors on the Auraria Campus to serve the mediationist function, a team approach to counseling is being attempted, and resources are being provided for immediate access to the resolution of learning problems. The counseling team is comprised of the counselor, para-professionals (counseling associates), and peer counselors (student associates). Specific functions are delineated for each member of the team. The counselor is the team leader. All members of the team interface with students in relationship to their function, and provide feedback to each other. Through this approach, a variety of student needs are met, and many of the sub-professional and routine matters often handled by counselors are accommodated. The team approach also will facilitate the availability of counselors to conduct short-term, intensive adult seminars tailored to the participants. Such seminars can be conducted on or off campus, for the elderly, the bi-cultural, the linguistically different or deficient, reluctant adult students, students who study independently, and others who comprise the body of new students.



The mediator role of the counselors is further facilitated by the establishment of several instructional and skill building laboratories. The laboratories are instructional resources specifically designed to cater to the personalized learning needs of students at an open admissions institution. The system of laboratories on the Auraria Campus includes a vestibule instructional laboratory, the developmental laboratory, a language laboratory, and the business support laboratory. The vestibule and developmental laboratories are a part of student development services affording counselors immediate access to their resources and making counselors and their teams integral adjuncts to the laboratory instructional staff. The labs are staffed with qualified faculty, paraprofessionals, and peer tutors. A variety of teaching techniques and methodologies are utilized, employing the use of diversified commercial and instructor-developed media and equipment.

Referrals are self-initiated, faculty-initiated, or counselor-initiated. The purpose of the vestibule instructional laboratory is to provide, by means of diagnosis and prescription, personalized, non-threatening, self-paced independent or small group instruction in basic academic skills. All students who utilize the resources of the vestibule lab go through an intake process of testing for diagnostic purposes to pin-point areas of weakness from which are developed reasonable prescriptions in performance objectives. Students are then assigned to instructors who assist them in attaining their objectives.

The purpose of the developmental and business support laboratories is to provide tutorial assistance for general education courses and occupational programs offered at the college. The instructional divisions locate teaching materials and equipment in the developmental lab which correlate with programs and courses of instruction. Other supplementary and enrichment materials print and non-print are also located

in the developmental lab. Faculty who are recommended for appointment to the lab staff by the instructional divisions also participate in divisional meetings, in addition to those of the laboratory staff.

### **Language Laboratory**

The language laboratory primarily accommodates the language curricula of the campus, including English as a second language. However, it too is utilized as a resource for counselors, to which students with linguistic problems are referred. Although several of the labs facilitate the college program of continuous registration, students who are registered into the labs receive course equivalency credit upon attainment of course objectives in lieu of challenging the course by examination.

Arrangements are made with special projects and community groups for the use of the resources of the instructional laboratories. Throughout the process of tutorial assistance, counselors and lab instructors maintain accurate records, provide supportive counseling, and participate actively in the welfare of their students, in accordance with their function as mediators of learning.

Students are being served. Paradoxically, however, while this is being accomplished and refinements are being systematized, the effort is only indirectly subsidized, if at all, by the state, particularly as it relates to the vestibule, developmental, and business support labs. Apparently, neither applicable formulas nor the proper conceptual framework has been arrived at by those who appropriate funds, for adequate recognition of such labs as independent instructional resources in the same sense as are libraries and learning materials centers. The establishment of the labs has been made possible by draining off financial support from instructional divisions, thereby limiting the resources for curricula and programs necessary in the divisions.

### **Helping Services**

To aid the new student at an institution such as Auraria, attempting to relate to the urban setting, additional helping services will have to be provided beyond counseling. It will be necessary to develop programs of social services to help students with problems that transcend those for which counselors are equipped to help. Referral to social service agencies will not be enough. The college will have to meet these needs as a part of its student development program.

The Auraria Campus will provide helping services as a part of its student development program. The services to be offered, hopefully, will include full-time social workers who will be available to offer intensive casework services for students in coordination and cooperation with existing social services agencies. The services to be offered should include those of legal aid; drug control; health and personal finances; counseling and rehabilitation for ex-convicts, law violators on probation, the emotionally disturbed, and the physically handicapped. Not the least of services needed will be day-care services for children of students enrolled. Students needing these services are presently in attendance. More will attend in the future. Their needs are presently being met most inadequately.

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### **Programs and Curricula**

Concern for transferability and cost often camouflages the real priorities. To serve the new students, curricula and programs will have to be offered that relate to their needs. Although it is felt that all courses of an academic nature should transfer, such courses, irrespective of transferability, must include ethnic studies and bi-lingual instruction.

The Auraria Campus offers a full curriculum on ethnic studies through a divisional consortium to include Black studies, Chinese

studies, Native American studies, and Asian studies. Although the need to offer courses bi-lingually is not as pressing at Auraria as at some community colleges, there is still a need. In process are plans to offer courses bi-lingually in each division as appropriate, with Spanish as the major language of instruction.

To accommodate needs for manpower training, the campuses of the Community College of Denver serve as skill centers for the Manpower Development and Training Act. The skill center is the only one of its kind incorporated within a community college in the country. Approximately 400 students are enrolled in the skill center, college-wide, of which about 200 are on the Auraria Campus. The students are integrated into classes with other students, and receive college credit for courses and programs completed. They also serve on committees, take part in student activities, and otherwise receive all rights, privileges and responsibilities that accrue to other students. Students are referred to the skill center from several of the sponsored manpower agencies in the metropolitan area, which include: WIN (Work Incentive); SER (Service Employment and Rehabilitation); COP (Career Opportunities Program); and CEP (Concentrated Employment Program), among others. The skill center is supported to a large measure by other than institutional funds, and students receive stipends for attendance. Students of the skill center are the new students. Coordination between agencies must continue, and such students must be served. Withdrawal of federal support would place a severe hardship, if not impossibility, upon the college to support the skill center.

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## Personnel

The diverse characteristics of the new students and their needs offer a mandate for staffing. Appropriate staff must be identified suffi-

cient to meet the needs of students, irrespective of degrees and years of service. No longer can community colleges emulate the four-year institutions as bastions of the lettered, or outposts of neo-colonialism, with Whites holding all positions of power, insensitive to the needs of minorities, with minority staff placed in menial or less-than-influential positions.

Staffing at community colleges must be accomplished with a dedicated commitment to be responsive to the needs of all students, and provide the appropriate racial and ethnic mix at all staff levels. Although there is always room for improvement, the Auraria Campus has demonstrated this commitment to develop an integrated staff at all levels of its staffing. Commitments to this end also require financial support for recruitment and hiring of staff to serve in unique capacities.

**Who  
Shall Be  
Educated?**

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The philosophy and commitment of the Community College of Denver is "right on" to meet the needs of the new students. Auraria is attempting to fulfill its mission as a campus of the college. Some strides have been made in the right direction. Much more has yet to be accomplished. However, more and more, constraints are being placed on the accomplishment of its mission by forces more interested in formulas than mission, and insensitive to the viability of the community college and the total needs to be served. The constraints are so impeding that they raise the question: Education for all, or compromise?

# The Needed State and Local Support

By James L. Wattenbarger

The community-junior college has been an educational dream come true, at least in part, because as an institution it has reflected most of what the citizens of this country hold dear. These values are a special feature of American democracy: a strong desire for that independent autonomy accorded individualistic institutions; an admirable aura of self-confidence attained by the achievement of self-support, dependent upon no one else; a deeply formed commitment to the task of providing opportunity to "your tired, your poor, your huddled masses yearning to breathe free"; and a strident faith that education fosters the power to make things "right" and "better."

Even though in the 1970's some people have pointed up rather serious questions regarding these inculcated values, there appear to be fewer current public concerns regarding the community colleges than there are regarding other institutions of higher education. State legislatures, reflecting the opinions of their constituencies, have often been willing to provide relatively more funds for supporting the community college programs than for university baccalaureate and graduate-level programs. Even local taxpayer "revolts" have not been applied to community college support with equal vehemence (e.g., some local bond issues for community colleges have been passed in recent years and other large issues are currently being considered). In spite of this support, however, the special local orientation which has been characteristic of the community college has been yielding to other pressures which seem bound to change that focus.

## Pressures on Colleges

These other pressures include:

1. An increasing percentage of the 18-23 year old group of youth continues their education beyond high school. As this group attains the high percentage of 85 to 90 per cent attending

postsecondary institutions, the percentage of students attending and completing high school also increases.

2. A developing emphasis is placed upon continuous education ranging from personal development to retraining and occupational improvement. Most adults plan to continue their education throughout their lives.

3. The increasing cost for the same or equivalent education services makes it impossible to maintain even a status quo expenditure level with the same income. When income is static and costs are increasing, the real expenditure for services decreases each year.

4. The increasing size of the basic knowledge storehouse continues to be a phenomenon of this century. There now is more to learn than there ever was before.

5. Employers' requirements or levels of expectation remain high or tend to increase so that the unskilled find it almost impossible to obtain an opportunity to work. The workforce must support the ignorant and unproductive.

6. The increasing concern at the state level to make certain that all citizens in a state receive equal opportunity for education is a generally accepted social commitment.

7. The federal concern for education at the postsecondary level, expressed through legislation and through appropriations, supplements state and local concerns.

These pressures have resulted in the establishment of hundreds of new institutions during the 1960's as the need for increased educational opportunity was building up. These new institutions were most often called junior or community colleges, but they were also sometimes referred to as vocational or technical schools or institutes. Whatever their designation, these institutions were often developed in unscheduled and unplanned progression. In a number of instances, legal authorization for their very existence came sometime after they were estab-



lished. The result was that support was erratic, coverage was spotty, their mission was unclear, even muddy, and duplication of effort was too often unnoticed until a crisis developed. The gap between the federally supported programs operated under the aegis of the vocational divisions of the state departments of education and the locally supported junior colleges operating in wings of high schools began to be noticed by many supporters of continued education.

A desire to shift at least a portion of the support of the junior and community colleges from local sources to state and federal sources has motivated increasing analysis of the entire problem—with the locus of tax support becoming only one of several points of inquiry.

The dilemma of identifying adequate financial support has become a major factor in the economics of higher education. The current tendency to shift some, if not all, of the responsibility for financial support from local sources to other sources has become a primary concern of those whose responsibility it is to administer these institutions.

Typically there have been five sources of funds used to support the operational costs of community-junior colleges. Similarly, these same sources have provided funds for capital outlay but in somewhat different ratio relationships. These sources include:

*Local Taxes.* These are funds accruing to the institutions from local property taxes. Usually, but not always, the community college receives these funds through another local agency (district or county) which both assesses and collects the tax. Sometimes such funds are a part of local public school budgets and are assigned by board action to support the community college. In a few instances other local sources of taxation may be involved; such taxes as sales tax or a local license tax may be used as

### Sources of Support

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a source for college support.

*State Taxes.* These funds are appropriated to the community colleges by the state legislature from the general revenue funds in most instances. They may be lump sum appropriations or appropriated as institutional line items. They may accrue to the college automatically based upon enrollment or full-time equivalent students in some type of formula. Such funds may be equalized in some manner but are seldom related directly to the actual costs of college operation. In a few instances, special state taxes have been levied for support of the community colleges, in which cases capital outlay is ordinarily included along with operating expenses.

*Federal Taxes.* Community-junior colleges have not, as of the early 1970's, received major general support from federal funds. These are appropriated to states by Congressional authorization in such bills as the Vocational Education Act, the Higher Education Act, and the National Defense Education Act. Some of the funds included in these acts are awarded to the institutions directly when institutions apply for the funds. Others are channeled through state agencies. A special characteristic of these funds is the limitations placed upon their use. They are categorical aid funds not for general use. Capital outlay funds constitute a major emphasis of the federal portion of support for most community colleges.

*Student Fees.* While community junior colleges have been generally formed in a spirit which envisions free or inexpensive educational opportunity, student fees have constituted a common source of support. These fees include several different types—some are for general support; others are special levies for specific purposes. There are matriculation fees, registration fees, tuition fees, laboratory fees, student activity fees, music fees, library fees, and parking fees, to name only a few. At times, these fees

are levied when all other attempts to obtain support have failed. They constitute a use tax.

*Gifts and Grants.* While funds for scholarships and work-study support have been generally made available to most community-junior colleges, not a great deal of financial support for operation has come from gifts and grants. Gifts ordinarily are made for special purposes and are not dependable as a basis for general support of an institution.

These five sources constitute the support patterns for the operational costs of the public community colleges in the United States. Similarly, these same sources have provided funds for capital outlay expenditures. In some instances capital outlay funds have come from bond issues backed by local property taxes or by special state taxes identified and set aside for issuing bonds or even for direct appropriations. In other cases, capital projects have been supported by funds accruing from the same sources as the current operating funds, i.e., general millage levies on real property or state general revenue funds. Federal support used partially to support capital projects has been appropriated. Gifts have provided special facilities for many community colleges. Special buildings, athletic facilities, but only an occasional classroom, are built through the use of such gift funds.

When community-junior colleges were first established, their early sources of support were largely local taxes and student fees. Sometimes local support was hidden by the local board within their regular public school operating budgets. Where two-year branches of universities constitute the community college educational opportunity, their support budgets may also be buried within the university total budget. Vocational schools and technical institutes have been built and supported largely if not totally

#### Capital Outlay Funds

by federal funds, often with little input from other sources.

These support sources have caused some of the problems that currently exist in the operation of community-junior colleges. Problems such as obtaining balance in curriculums, elimination of provincialism in program concepts correcting the historic lack of concern for inner city problems, paring down the unwarranted duplication of effort, improving the current inadequate levels of support, and recognizing that the wide variation in allocating scarce resources is, in reality, caused by current patterns of financial support under which community colleges operate. An examination of these influences reveals the extent of these problems.

**Influence  
Upon  
Comprehensiveness**

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Although the philosophical basis for community colleges calls for a broad and comprehensive program, many colleges have found this goal impossible to attain. Cost differentials, according to studies by Anderson, Cage, and Wattenbarger, as well as other research, vary from ratios of 1.0 - 0.89 to as much as 1.0 - 3.67. Occupational or career-oriented programs regularly tend to be on the high side of this range. Many colleges cannot offer the more expensive programs unless they are supported by taking funds from the less expensive programs. This has happened because most support patterns are based upon formulas which project uniform costs related to the full-time equivalent student enrollment. A community college most often receives support funds based upon x dollars per student credit hour or per full-time equivalent students (a number which is computed upon a credit hour basis). There is little incentive included in these formulas to plan a realistic program of studies according to identified community needs. In fact, the cheapest program (the liberal arts) is given the most attention. Financial support is sometimes given to encourage

new occupational programs to begin and often when the regular operating budget takes over, the program is unable to obtain continued adequate support. It may even fold. The mission of the community college is thereby frustrated. At a time when the need for education is greater than was ever identified before, it would appear that the patterns of local, state, and even federal financing used may make it impossible for the community college to carry out its assignments.

When the source of community college operating funds is dependent upon student fees and local taxes, the level of support most often tends to be low. Many such community colleges operate on a "shoestring" level of support. This is not generally the result of unusual efficiency; it is merely the result of low level support. Such results specifically include low faculty salaries, poor instructional support materials, inadequate facilities, limited curriculums, and most often, a poor quality of instructional results. There is also the possibility that increased fees will result in lower attendance (some students will not be able to attend) and the community college will defeat its own purpose of increasing the availability of educational opportunity at the post-high school level. When increased state support is obtained, the problem is not automatically solved, however. If state support merely *replaces* local tax support, the problems caused by a low level of support will remain. As of this date, federal funds have not been adequate enough nor consistent enough to have much influence upon the level of support of community colleges in general. There are isolated exceptions but not very many.

A mere change from one type of support to another is not in itself an improvement upon the level of support although, properly planned, such a change could have great influence upon resource allocations. A noteworthy example

#### **Influence Upon Level of Support**

may be found in the Minimum Foundation Program support used in many states for the grades K through 12 programs. In these instances a very positive influence upon educational programs was accomplished through increased state support for these grade levels. The measures of quality used indicated that the sources of support promoted better schools and more uniformly available educational opportunities. With similar safeguards it is probable that dependence upon more state or federal support with less dependence upon student fees and local support could result in better and more comprehensive community colleges.

### **Influence Upon Quality**

Educators have not been able to define quality with sufficient agreement and as a result there are no generally accepted definitions of the concept. The continued success (or lack thereof) which students experience is most often viewed as the major indicator of quality. The success of a graduated student in his chosen occupation as regarded by his employer is often used to indicate quality; the progress a graduate makes toward his baccalaureate degree after he leaves the community college is even more often used as a measure of quality.

Since education is a service-oriented activity heavily dependent upon factors which are outside the control of the faculty (such as the innate ability of the student himself), it is difficult to assign a specific value to the quality of the service. Yet, similar to hospitals (which also provide specific services usually in a non-competitive manner), most people tend to measure quality in direct ratio to expenditure. One assumes that a college which is able to obtain and spend \$2,000 per annual FTE is better than a college which only obtains and spends \$1,100 per FTE. The budget for next year in a hospital and in a college often is based upon the current year's budget plus a little bit more. There is

little encouragement to the college faculty to learn to be more efficient or more effective.

If quality is measured in terms of how well an institution meets its own stated objectives, many community colleges are prevented from achieving quality by dependence upon local sources of support. When the inducements to achieve quality are recognized only in terms of the apparent success of graduates, the faculty cannot be expected to give attention to the disadvantaged student, the adult student, the low ability students, or any of the other new students to which deference is currently being given.

The sources of financial support will undoubtedly have continued and specific influence upon quality. The increased emphasis upon state and federal sources may encourage a standardization rather than improvement if misused. The loss in local decision-making power may constitute uniformity in which the ceiling and floor are so near each other that no improvement is possible unless it is carried out statewide simultaneously. This may be improbable if not impossible to accomplish.

The nature of quality in an educational institution makes it impossible to change the sources of support without affecting quality as it is currently defined. Whether this is a positive or a negative change is a moot question depending upon the factors involved in the change.

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#### **Influence Upon Availability**

One of the reasons that state-level planning for education at all levels has received increased attention during the 1950's and 1960's is concern for educational opportunity for all. Particular attention has been given to state-level planning for community colleges. This planning began with strong support after World War II and the question of access to higher education became primary in many state legislatures. It is still continuing and will be important in a number of states during the 1970's.



State master plans are typically concerned with geographic, financial, and program access to continued education. The community college has been regarded as an ideal vehicle for providing this access. However, in many states there were only a few community colleges. Often these were not supported by adequate financial provisions, nor were they available in any general way. Since their major support came from local taxes, the state itself had little opportunity to influence their establishment or their program development.

The result of this state level concern *vis-à-vis* local decision making power was that state master plans either held out a carrot to localities by proffering increased state support if a community college were to be established or cracked a whip by taking over the total responsibility for support and operation at the state level. In either case the more traditional dependence upon local sources of revenue was changed. This change has made the state level more conscious of and more responsible for program planning, articulation between institutions, standards of quality (accreditation), employment of personnel, budget controls, capital outlay expenditures, salary levels, and many other areas of decision making which have been traditionally made at the institutional level. The community colleges have found themselves under controls which previously had been reserved for state colleges and a few universities.

State-level planning may make education much more readily available, but planning at this level will also affect the sources of support and the operational decision making of the institutions.

**Influence  
Upon  
Resource  
Allocations**

A shift in sources of income for community colleges changes the arena of competition for attention. When these colleges are locally supported they receive major consideration for

revenue by their friends and neighbors who make decisions regarding allocation of resources between grades K-12, the community colleges, and other special educational programs. Limited competition for local dollars may even develop between these educational activities and county (local) roads, county (local) jails, hospitals, as well as police and fire protection. More often than not there is little concern about the totality of need for social services.

Not so at the state level. Competition for funds at the state level is an entirely different arena. Most states now have state planning agencies which consider the total needs of the states, the total revenues available, and attempt to devise ways of eliminating the gaps. All state services compete for the attention and support of both executive and legislative branches of government. It is more difficult to deal with one's "friends and neighbors" at this level than it is locally.

Since education is a service-oriented—not a product-oriented—activity, and since it is not technologically dynamic, there is great difficulty in getting a complete understanding of how to improve the program or how to become more efficient. Competition for funds with state colleges and universities permits an entirely different approach from similar competition with the public school programs.

State-level support also may result in program guidelines designed to force the development of selected curriculums (e.g., more occupational programs). Several states have had program requirements written into law which were designed to accomplish certain results, such as 75 per cent of enrollments in occupational education. Without question a shift to state-level support places the community college in an entirely different arena for allocating resources both within its own structure and in relationship to other institutions.

### Summary

The sources of support for the community colleges may have specific and direct influence upon these institutions in a number of ways:

1. Current patterns of financial support do not recognize the influences of cost differentials in reference to support patterns for programs in the community colleges. This fact tends to discourage the development of comprehensive programs and encourages overdevelopment of the less expensive liberal arts program.

2. If a college depends too much upon student fees and local funds, it will most likely deteriorate in instructional results. Less expensive programs may under such circumstances take precedence. Programs which implement the community college philosophy would be discouraged.

3. Increases in state level (and federal) support must be accompanied by minimum standards of operating procedures or funds may not result in better programs. Merely replacing local funds with state funds will not necessarily improve the programs.

4. Quality in an educational institution must be evaluated in terms of goals rather than level of expenditure. Care must be taken to avoid describing quality in a language that creates standardization.

5. State level master planning must provide for increasing the availability of education beyond the high school. The common barriers of geographical, financial, and program inaccessibility must be overcome. This concern definitely implies more state (and federal) support to equal opportunities among localities.

6. A change in sources of support for community colleges places these institutions in a different arena of competition for the public dollars. The new arena will have specific implications for the programs of the community colleges as well as responsiveness to local needs.

### **Some Implications for the Future**

The typical development of community colleges has been locally oriented and locally controlled. Local citizen groups were responsible for sparking the support for and the organization of the community colleges in many states. There was little state-level planning and very minor state-level concern for these educational institutions.

This is no longer the case, however. There will be a concern at the state level for planning a coordinated as well as total program for education from early childhood through adulthood. This concern will result in state master planning for properly located, comprehensive education opportunities for all citizens. Federal concern will be similarly expressed. Local areas may be reluctant to support this educational opportunity and major responsibility will most likely be shifted to state and federal sources. Although some local support may continue in some states, it will become the minor rather than the major source.

Another reason for this shift is the concern expressed for property taxes as a defensible source of local revenue. Local property owners want to recognize that wealth is not related to land holdings in the same way as was the case when property taxes were first established as a major source of revenue for public services. Other revenue sources are currently recognized as representing individual wealth and ability to pay taxes. These sources are typically taxed at state and federal levels.

The implications this shift in support has for some of the traditional commitments of the community colleges are many. The effect state-level support may have upon operational control, quality control, philosophical commitments, program emphasis, relationships with other institutions, and many other facets of day to day operation may be great or small. Several states have already taken this step—that is, complete

state support supplemented by available federal funds—and changes are both subtle and direct, mild and crashing, desirable and inhibiting. There are possibly factors other than revenue sources which are more important in patterns of control.

Current trends indicate a number of other considerations for the future which will affect the community colleges' financial support patterns. While space will not permit more than a mention of these, they will need to be considered in all future planning. Some of them are: the emphasis upon credit through means other than class attendance, the financial support of students in ways similar to the GI bill, student disenchantment with baccalaureate programs, increased emphasis upon career education, the future of privately supported colleges, and the constant emphasis upon accountability and efficiency.

All in all, the community colleges of the future will require more state and federal concern and will in all likelihood obtain it.

# The Needed Federal Support

By Charles W. Lee

## What Takes Place

The pattern of federal funding of higher education which has evolved since 1958 is one which, since its inception, has been characterized by unrealized expectations and mutual misunderstandings. The legislative processes of authorization and appropriation have suffered continual frustrations.

To better comprehend why this is so, the procedures involved in transforming an ill-defined desire into a statutory and budgeting reality must be clearly understood.

The primary function of the Congress is to keep laws from being passed; if laws are enacted, the Congress must keep their financing at the lowest level capable of surviving hostile floor action in either legislative body.

A congressional authorization states that a need exists. It contains a dollar estimate of the maximum amounts which, in a given year, would be a legitimate claim upon the Treasury of the United States. An authorization establishes the rules for distribution of funds which may be appropriated in any given year.

Before it can be enacted, the draft statute, which may originate in the Executive Branch, in the substantive committee of the Congress concerned, or in the office of any member of the House or Senate, must survive a series of procedural hurdles and intensive scrutiny by many differing groups.

The hearings process, the subcommittee and full committee considerations, the floor debate and amendment stages, and finally the conference compromise activities and subsequent floor ratification are all designed to assure, to the maximum extent possible, that unless an overwhelming need exists and has been made manifest beyond all doubt, the proposal will die.

Authorizing legislation requires much time and individual effort on the part of its parliamentary supporters, its Executive Branch pro-

ponents, and members of the community most directly affected. The members of each group have different needs, all of which must be reconciled in the final format of the statute if it is to be enacted and funded.

**What Are  
These  
Needs?**

From the point of view of the educational community, costs have risen so high that traditional sources of revenue are now inadequate. In addition, increasing demands for additional services necessary for the national interest are being made. Direct institutional aid, with a minimum of qualifying requirements, is being widely sought.

From the point of view of the Executive Branch, a provision for adherence to previously determined policies needs to be incorporated in any new legislation if the full program of the administration is to be achieved. Ideally, the act ought not be in conflict either with other statutes of general applicability or with current constitutional interpretations. It should not put too severe a strain upon scarce fiscal resources. Above all, it should not require a drastic restructuring of the bureaucracy administering related programs. Certainly it should reflect the dominant philosophy of the administration.

The legislative needs of the Congress parallel, in part, the needs of the Executive Branch. The proposed legislation ought to be consistent with existing law and within permissible constitutional interpretations. It must also be relevant to the needs of the home constituency to which each member must appeal for re-election. This is a much wider constituency than just the organized academic community in a state or congressional district, for it contains students, their parents, relatives, and friends. It is a constituency composed of the active members of the political party they represent, and many critics who are continually watching for positions that can be used against a Con-



gressman in the primary and general elections.

The foregoing explanation is over-simplified for the purpose of emphasizing the major factor in the legislative process—a great sense of caution about accepting new departures, or incurring heavy new expenditures.

Difficulties such as those briefly sketched above are reconciled during each of the formal steps of the legislative process. The hearings develop the case for and against the specific proposals advanced. The factual data, population projections, increased levels of spending sought, cost-benefit returns on investments in human resources, all become part of the justification used to overcome objections and reassure the relatively uninvolved member of Congress who does not serve on the substantive committee, that the matter has been given thorough consideration before being presented on the floor for approval.

It is in the committee stage that the formula for funds distribution is hammered out. Senate committees are always conscious of the geographic effect of the funds application, and House committees are equally concerned with the population factors involved. This leads to the type of language variance which can only be resolved in the conference committee stage where a bridge satisfactory to neither body, but acceptable to each, can be negotiated.

It is in the substantive committee that the Executive Branch strives to gain support for its internal needs, which if not satisfied at least in part, may give rise to floor opposition or amendments offered by members sympathetic to the Administration. The Administration also provides arguments and statistics to friendly members serving on the conference committee.

### **How Are They Reconciled?**

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Where it really takes place is in the annual

**Where It Really  
Takes Place**

battle arena of the Office of Management and Budget. And, in the Appropriations Committees and subcommittees of the House and Senate, and their joint operations in the conference committee. Here, differences regarding dollar amounts to be supplied for the approved purposes are reconciled. The appropriations process is a rationing of available resources among authorized uses. The demands for funding greatly exceed the amounts available at any one time for the totality of approved activities.

Even though the rules of the game are generally set forth in specific detail in the authorizing statutes, appropriations committees and their conference committee sessions have been known to include reservations and legislative riders which can have the effect of significantly changing the thrust and application of the basic statute.

Here, too, the Executive Branch goes to much trouble to document the position it favors, a position which has evolved from adversary hearings at the bureau, office, division, and departmental levels, and particularly from the intricate engagements within the Office of Management and Budget. The OMB strikes the balance among the competing justifications of all of the governmental instrumentalities, for what each regards as programs of paramount national need.

The appropriations committees are, however, the creatures of each chamber, and know that the measure they bring forth must meet the test of the floor action. That is to say, the committees must provide just enough in the way of financing a particular program or group of programs to keep the committee safe from a floor majority vote over-turn increasing the amounts provided; yet the amount must be close enough to the budget estimates to avoid a Presidential veto. Or, if this is unavoidable, the amount must be sufficient to attract the requisite number of votes to override a Presidential veto.

**Second  
Session,  
92nd  
Congress**

The second session of the 92nd Congress, after much travail in both the authorization and appropriation areas, can be credited with major accomplishments.

P. L. 92-318, the Education Amendments of 1972, for example, created new and comprehensive systems of student assistance; initiated programs of institutional aid; gave recognition to the community college and occupational education; re-structured the Department of Health, Education and Welfare by establishing an Educational Division; re-tailored the Office of Education; continued and revised existing programs of educational support to institutions of higher education, and made provision for a new National Institute of Higher Education while providing new foundation-type grant authority to the Secretary for the reform and improvement of postsecondary education. Indian education, emergency school assistance, graduate fellowship support, prohibition of sex discrimination, busing and veterans cost of education provisions, amendments to the General Education Provisions Act, construction assistance in major disaster areas, and the establishment of a National Commission on the Financing of Post-Secondary Education were also included in the 157 pages of the conference report containing the text of the bill.

The bill was signed on June 23, 1972. Budget estimates to carry out the activities failed to materialize until the very last days of the session. They were so late that they could not be included in the first Labor-HEW appropriations bill which was necessitated by a failure to secure sufficient votes in the House of Representatives to override the veto of the first bill. They were submitted too late for House action on the Supplemental Appropriations bill, and hence had to be considered by the Senate Appropriations Committee on October 9, 1972, barely nine days before the *sine die* adjournment

of the Congress.

The conference report was filed in the House on October 13, and passed both chambers on October 14. The President received it for action on October 21 after the adjournment of the Congress, thus providing a possibility for a pocket veto if it were not signed prior to midnight November 1, 1972. The President added his signature on October 30. If he had not signed the measure, it would have been in the same category as the second Labor-HEW appropriations bill whose pocket veto was announced on October 27, 1972. The second Labor-HEW appropriations bill carried the funding for Title VI of the Higher Education Act, and the Teacher Corps activities.

A third major area of controversy in the concluding days of the session involved the expenditure limitations of Title II of the Debt Ceiling Bill. Had it been enacted in the form that it passed the House of Representatives, Title II would have conveyed to the Executive Branch power:

- To substitute for dollar amounts appropriated by the Congress, the sums that the Administration deemed appropriate for each activity; and,
- To change formulas contained in existing laws controlling the distribution of funds appropriated.

This extraordinary grant of legislative authority to the Executive Branch was defeated in the Senate, but only after heated debate.

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#### Conclusions and Recommendations

From the Executive Branch pattern of disinclination to fund health and education programs at the levels proposed by the Congress, as revealed by four vetoes of appropriations measures as well as vetoes in the authorizing areas of vocational rehabilitation and veterans health, the following statements for policy guidance may be helpful.

1. Despite the authorizing language contained in P.L. 92-318, setting forth the Congressional and Presidential findings of national policy, the budgetary and appropriations actions to be taken could well negate the effect of the legislation. Short-range considerations, and policy decisions for priorities in other areas, if the immediate past is any criterion, can be expected to intervene and upset expectations.

*Conclusion:* Monitoring of budget requests and effects of legislation emanating from other committees affecting institutions of higher education should be given high priority in the allocation of the resources of the Washington offices. Adequate staffing and access to internal communications is vital if field response to problem and crisis situations is to be elicited with a minimum delay from as widespread a geographical basis as possible.

*Conclusion:* Liaison with Appropriations Committee members and staff is as imperative as liaison with the substantive committee members and staff. Field personnel from the areas represented on the two House and two Senate Committees should use every opportunity to communicate at home and in Washington with their members of Congress. They need periodically to be given intensive briefings on parliamentary situations.

*Conclusion:* Liaison should be strengthened and maintained in the federal policy areas, principally at the Office of Management and Budget level.

2. Unity within the educational community has to be fostered in order that reassurance may be given to the legislative decision makers. Testimony and personal contacts should reflect the common goals and the interdependent nature of the total educational enterprise.

*Conclusion:* Without compromise of basic principles, accommodations among all affected educational groups need to be sought.

## Federal Liaison

*(Editor's Note: This additional statement on federal support was written by Charles Lee at the Assembly.)*

### ASSUMPTIONS:

1. Local tax resources are limited. The traditional "low cost" of public community college education is attributable, in large part, to local tax based subsidies, yet general tax resentment symbolized by rejection of local bond issues indicates increasing resistances to further major revenues from this source.

2. Rodriguez *et al* will affect materially the allocation of available state resources vis-a-vis elementary and secondary educational systems funding, leading to greater fund competition with the postsecondary field.

3. The federal system has the capacity to generate and provide resources needed to support whatever models of two-year institutional services and centers are agreed upon as goals to be striven for.

*Conclusion:* The federal share of the cost of postsecondary education of the citizen can be and ought to be increased, while in no way neglecting the cultivation of local, state, and private revenue sources.

### IMPLEMENTATION:

Decisions in this area are made by at most 535 individuals serving in the Congress. Each is receptive to input from the state or congressional district he or she serves, therefore:

1. Investment of time and money in generating and communicating persuasive, factually based, and locally oriented information stressing services provided to voting citizens of the area served by the two-year institutions is warranted because it can be productive of return.

2. In developing the communications network local allies in the community served need

to be recruited and motivated to cooperate.

3. Coordination of communications channels, bringing information to the field, following up on replies received from legislators, development of national presentations of general needs—all require a strong and adequately financed Washington legislative office which seeks always to find and gain support from other national groups sharing the common objective.

4. Communication of needs and justification for costs thereof—this information should go to the Executive Branch at OMB, department, office, and bureau levels. This will be helpful and ought to receive attention, but of even greater importance is communication to members of the authorizing and appropriations committees directly from their states.

5. In fulfilling in a timely and effective manner the information function at this local level, procedures for bringing communication resources of the campus into operation should be planned in advance. They should be the specific responsibility of campus mobilizers assigned to alert students, faculty, and administration regarding the specific situation and input needed to meet it.



# The Necessity of Coordinating State and Federal Support for Community Colleges

By Richard M. Millard

"Coordination" in the abstract has little if any meaning and coordination in the concrete, unless enlightened by clearly defined goals and by recognition of the uniqueness and at least potential contributions of the units to be coordinated, can be a very dangerous affair. Coordination for its own sake is little more than bureaucratic prestidigitation. Thus, to discuss the necessity for coordinating state and federal support for community colleges in any pertinent way requires a context or perspective in which both "coordination" and "necessity" make sense.

Perhaps the first thing to note in developing such a perspective is what might be called the current malaise of higher education in general and postsecondary education in particular, a malaise that needs little elaboration for the participants in this Assembly. The relatively affluent days of the 60's—with visions of indefinite expansion, almost inexhaustible public funds, and a duly appreciative public imbued with awe not only of education but educators—are over. Rising costs, student unrest, academic rigidity, and growing public and legislative skepticism have all played their role. The "glorious summer" of the 60's has given way to the "winter of our discontent" of the 1970's. The "new depression in higher education" is perhaps only one more visible and painful part of the picture.

Our higher educational institutions, including community colleges, performed a herculean task in accommodating additional students in the 60's and in so doing created wider educational opportunity than ever before existed in this country. By national policy we have become committed to "educational opportunity for all" even though at times we are not quite sure what that means.

In performing the task of expansion, there is little question that much of it took place during the 60's in a context of more of the same, and the same did not necessarily meet the needs either of the additional students or society in

general. We were so busy expanding that we frequently forgot to explore the implications or needs created by the growing percentage of young people going to college, graduate and professional schools, and what this in fact meant for society as well as for young people. While there were notable exceptions, including many community colleges, they tended to be the exceptions rather than the rule. This was the period of the meritocracy.

**The  
"University  
College"**

One result was that institutions did tend to become more and more alike. Good community colleges aspired to become poor four-year institutions. Transfer programs occupied the spotlight. Good four-year colleges aspired to become poor universities with graduate schools, and the model for undergraduate education, even for community colleges, tended to remain the "university college" of Jencks and Reisman.

Postsecondary education today is in trouble and under attack from many quarters. At the very time that it is national policy to move toward making postsecondary educational opportunity available to all individuals interested and capable of benefiting from it, some people in high places are saying too many people are going to college. We have become acutely aware of the needs of minorities and women, even if progress in doing something about it at times appears distressingly slow. The call for reform and innovation is coming from multiple sources—among the more moderate the Carnegie Commission on Higher Education and among the more insistent the Newman Task Force with its quasi-official status in the Department of Health, Education and Welfare.

To meet the challenge, "innovation," whether fact or fiction, has become the watchword, if not the cliché, of the day. Many of the real reforms are long overdue and highly desirable. But one gets the impression at times of

a scurrying for innovation without much concern with what education is supposed to be about.

**Preparation  
for  
Vocation**

With the malaise in mind, I would like to suggest that the second but fundamental factor in developing perspective, perhaps in fact the only viable counterbalance to the malaise, lies in the serious rediscovery of one of the essential aims of education, one that gave rise to the medieval universities but goes back at least as far as Plato, and that is that basically education is preparation for vocation—vocation conceived of not simply as skill preparation but as preparation for a career, what one does with his life, his “calling.” In such a concept may well lie the key to restructuring, reforming, and revitalizing postsecondary education as a whole. In many respects the concept of the comprehensive community college with its multiple opportunities for career development into technical, skill, and scholarly fields, if taken seriously, comes as close to the embodiment of such a concept and ideal as any existing postsecondary structure, and in practice provides the leeway and imagination to carry it out.

If one recognizes vocation as the central aim of education this suggests that one is equally involved in vocational or occupational education whether he chooses the life of the dental technician, the classical scholar, the auto mechanic, the medical doctor, the electronics engineer, or the philosopher. This does not invalidate other aims of education but gives them focus. At least it does away not with merit but with the kinds of false meritocracy and pseudo-elitism that separate white collar workers from blue collar workers, the scholar or research worker from the businessman, the professional from the technician, and recognizes that what all of us are or should be engaged in is finding the most effective way to utilize and develop our abilities for our mu-

tual advantage in a changing society.

Once the concept of vocation or calling becomes central much of the recent and current discussion about identity, relevance, doing one's own thing (in contrast to involvement in society), and the kind of self-pity and sick introspection that characterizes so many people, not just the young, in our society today reveals its own emptiness and irrelevance. There is no such thing as relevance in general. Relevance must be to something. Identity is not something that can be found by looking for it. Identity, I would suggest, can only be discovered by engaging in something one can do well, by being involved in the kind of work, the kind of occupation which is commensurate with developed abilities and interests and the satisfaction that comes with realizing you are making a contribution to society. Plato recognized this a long time ago. It is time educators rediscovered it.

**Context  
for  
Coordination**

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Utilizing the concept of vocation as the key to education creates a very different context for coordination. The necessity for coordination does not rest simply on the call for efficiency in the dispersal of funds (public or private) as important as this may be, nor on the need for accountability, nor on the desire for a fixed hierarchy or pecking-order of institutions and levels of decision making. Rather, it rests on the explicit and clear recognition of a series of pluralisms and the need for community within and among them. First is the the pluralism of vocations, their legitimacy, and the societal manpower needs for them ranging from cosmetologists and auto mechanics to sanitary engineers, research scientists, and Shakespearean scholars. Second is the plurality and diversity of individuals in terms of interests, abilities, and backgrounds and the need, if equality of opportunity is to be more than a shibboleth, of opening the doors to the kind of vocational opportunity.

mensurate with such interests, abilities, and backgrounds.

Third is the plurality of kinds of institutions, agencies, and programs, the real diversity necessary to meet the human, societal, and occupational needs. The time would seem clearly past when any one institution can be all things to all people. Further, this plurality can no longer be confined to what have been traditionally called higher educational institutions but includes business, industry, communities, political structures, and social agencies.

Finally, lest it be assumed that in talking about vocation we are talking only about skill preparation, one needs to recognize the plurality of fields of knowledge and their relevance for the range of careers, conceived of not just as jobs but as life styles or plans. The aim is to open doors, not to close them, and so conceived in the context of vocation the arts and sciences may be as integral to the life of the dental technician as some knowledge of mechanics may be to the budding philosopher.

Given these pluralities, the national goal of "educational opportunity for all," and a renewed focus on vocation as central to our educational mission, then the need for development of an effective postsecondary cooperative educational community on local, institutional, state, and national levels becomes imperative. It is in this context that one can talk about the necessity of effective planning and coordination at all levels as essential to institutional health and functional autonomy and to meeting the educational, cultural, and manpower needs of the citizens of the states and the nation.

Within this picture, community colleges, both in concept and to a greater or lesser extent historically, had and do have a crucial and catalytic role to play. Their rapid growth, particularly over the last decade, has been noted in a number of these papers. Their popularity in most cases has been limited only by their avail-

ability. They come as close to being the peoples' colleges as any extant form of postsecondary institutions. They have managed in most cases to maintain close ties with their communities. As already noted, at least in concept, the comprehensive community college with its multiple opportunities for career development, its close ties with the community, its potential for making the whole community its campus rather than a set of isolated buildings, comes very close to embodiment of the ideal of education-as career preparation in the broad sense. In relation to the spectrum of postsecondary education it can and should serve more as a model, as a focus and frontier for experimentation, rather than as a follower.

### **Some Pitfalls**

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But if community colleges are to perform the catalytic and leadership function for which they have the potential it is essential that they recognize themselves as an integral part of the total postsecondary educational community, both in function and in planning, and that they avoid what might be described as some of the more tempting pitfalls. One of these pitfalls can be described as misplaced parochialism or the tendency to identify too fully with the local community and community ambitions whether or not such ambitions are consistent with the comprehensive community college ideal. It is such misplaced parochialism that leads on the one hand to programmatic proliferation beyond need or capacity or, on the other hand, to aspirations to baccalaureate or beyond status. Such parochialism is a most effective block to cooperation, common planning, and concern with the real needs of students.

A second pitfall is what might be called the spill-over of the "university college" syndrome. This takes the form of considering the primary function of the community college to be transfer of students to "prestige" colleges and

universities. Its results are first- and second-class students, first- and second-class faculty, first- and second-class programs, and community colleges as pale copies of the first two years of four-year institutions. The results are inevitably dissension, dissatisfaction, and loss of perspective in relation to the variety of vocations.

The third pitfall might be described as over-defensiveness. That there was a period in which community colleges were a minority, striving for acceptance, and struggling with "turf" problems is clear. While all the problems related to acceptance have not disappeared, I would suggest that in general the picture has radically changed. Community colleges not only are here to stay but have wide popular, political, and academic support, perhaps more so than any other sector of postsecondary education. Further, they have a great deal to offer the rest of the postsecondary education community. This, in other words, is not a time for defensiveness, for fear that somehow the community colleges are going to be shut out, but for a positive contribution and leadership in exploring new modes of cooperation in meeting the total postsecondary educational needs of the country. If the community colleges are shut out it will be because they have lost sight of their ideal as gateways to many types of occupational and career opportunities and not because they did not defend their own turf.

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### **Better Communication Needed**

To make such positive contributions and to carry out such leadership it becomes particularly important for community colleges and community college systems to cooperate in, and if necessary to take the initiative in, further communication with a series of other institutions and agencies. One such area is with elementary-secondary education. The line between the twelfth grade and postsecondary education is a tenuous one. It has become even more so than



in the past in light of the growing recognition of the continuity of effective education for careers, from the elementary school level through graduate and adult education. The number of adults and young adults who need additional background work in postsecondary education further blurs the line as does the growing concern, as reflected in the Carnegie Commission Report, *Less Time, More Options*, for reducing the time for completion of the baccalaureate and relying more heavily on secondary school preparation. In view of the role of community colleges in expanding educational opportunity, utilizing the community as campus, including the resources of secondary schools, it would seem particularly critical that communication, including common action and planning with secondary schools and school systems, be as close and effective as possible. In the area of guidance alone the need for effective articulation with secondary schools is of critical importance.

But communication is equally necessary between community colleges and the industrial-business community on the one hand and health and public service agencies on the other. Not just placement of graduates but effective in-service education (again the community as campus) requires the close cooperation, common understanding, and common planning with the businesses and agencies of the community to avoid needless duplication, and far more important, to translate educational opportunity effectively into occupational and life opportunity.

Closely related and frequently a problem is the need for articulation with vocational-technical institutes and area vocational schools. Far too frequently community colleges and vocational-technical institutes have faced each other from opposite trenches as prime competitors for funds and students. The result has been needless duplication, competition, and waste of public and private resources. It is time to call a cease fire and work and plan cooperatively to-

gether to conserve the resources which provide the range of educational career opportunities called for in the concept of the comprehensive community college. Here the public interest in coordinating postsecondary educational opportunity makes traditional orthodoxies out of date.

Finally, while progress is being made there is a need for improved articulation with baccalaureate institutions, their branch campuses with graduate schools, and with adult and continuing education agencies. Such articulation today cannot consist of baccalaureate institutions dictating what work or credits they will or will not accept. Such a posture is based on the old-time defined, quantitative accumulation of "credits" conception of education which dictated that 120 hours of credit defined an "educated" human being. The kind of articulation that is called for is not dictated by anyone but is common planning and mutual complementation based upon an achievement conception of education clearly related to well-defined educational goals including the recognition that the various forms of postsecondary education contribute (or should) to the careers of human beings and no career should be considered a dead end.

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### The States

All of this is not background but integral to the thesis of this paper, that is, the necessity of coordinating state and federal support not only for community colleges but for post secondary education as a whole of which community colleges are an integral part.

As long as postsecondary education affected a relatively small portion of the population, coordination, while desirable, was not a major state or national concern. Today public concern with equality and quality of education, with diversity of education to meet the variety of career needs of individuals and manpower needs of society, and with providing such opportunity

within the framework of available funding and competing priorities, has made coordination within the states essential if the postsecondary educational systems of the states, public, private, and proprietary, are to meet the needs of society.

If one looks at the picture briefly from the standpoint of the states, the first factor that has to be recognized is again plurality. There are fifty different states and while the problems and structures among the states are analogous they are not identical. They have related but different histories. They differ in level of family income, in economic structures, in urban and rural mix, in diversity of ethnic heritages, and in systems of postsecondary educational delivery. No one solution or structure will fit all fifty states and to assume that it will is likely to be counterproductive to common institutional, state, and national interests.

The second factor is that both historically and constitutionally the states do have the primary responsibility for education including postsecondary education. Further, at the present time, most of the states have a series of common problems. Among the most serious of these are the increasing costs and conflicting priorities of the many functions of state government. These include not just education but welfare, highways, health delivery systems, public safety, and so on. As indicated earlier, postsecondary education no longer axiomatically has first priority. With rising costs, tax bases have not increased proportionately. Within education itself the problems of increasing costs (at a faster rate in relation to productivity than some other areas) and conflicting priorities is replicated. If the Rodriguez case is decided by the Supreme Court in favor of the plaintiffs and states are forced constitutionally in the direction of full state funding of elementary-secondary education, the competition for state dollars in education will be that much greater. Add to these the increasing demands for state student

aid funds, for aid to private postsecondary institutions, and the growing public demand for increasing accountability in expenditure of public funds by postsecondary educational institutions, and the picture becomes just that much more complex.

What does seem clear is that statewide planning and coordination for education in general and postsecondary education in particular is crucial if postsecondary educational priorities are to be kept sufficiently high to meet the needs. Further, such planning will have to rest not on the general premise that education is a good thing, but on evidence that the postsecondary educational systems are in fact meeting the diverse career and manpower needs of the communities, states, and nation. Only through such planning and coordination, a planning and coordination which involves the public, the institutions, the agencies, and the consumers in the process, will it be possible to attain and maintain the diversity in education and career opportunities commensurate with student and society needs. In fact, on such coordination and planning rests the possibility of reducing duplication and overlap, increasing efficiency and effectiveness, assuring accountability and continuity in the educational process, and of particular importance to institutions, insuring and reinforcing appropriate levels of decision making to strengthen the roles and leeway or functional autonomy of institutions in fulfilling their purposes or reasons for being.

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Within the context of statewide planning and coordination for the diversity of career educational opportunity for its citizens, the community colleges have a critical role to play in the complementation of systems. In many respects they are strategically at the center and crossroads of the educational system. It is at the community college level that alternate

**Strategic  
Role of  
Community  
Colleges**

career decisions become most crucial, and how effectively the community colleges deal with these in terms of guidance, program, community involvement, and further educational development will have major impact not only on the students but on all other component postsecondary educational systems and institutions. This is why the problems of articulation of community colleges with secondary education, businesses and agencies, vocational-technical institutes, baccalaureate, professional, and graduate institutions mentioned earlier are so critically important, not just for the community colleges, but for the other systems, institutions, and agencies as well.

If the community colleges or community college systems accept the responsibility for cooperative involvement in effective statewide planning, even where necessary taking the initiative in exploring new modes of articulation, the result can be a much more rapid development of a rational system that does in fact provide appropriate postsecondary career educational opportunity for all interested and capable citizens. Community colleges that do this will help assure reasonable state funding to achieve the goal. If on the other hand they are reluctant partners, more concerned about their own prerogatives than the total postsecondary educational needs of the state, the end result will be disastrous for all.

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### **Growing Federal Presence**

To turn to the federal level, perhaps the best way to describe the situation is in terms of the growing federal presence. In the decade of the 60's (actually beginning with the National Defense Education Act of 1958) more postsecondary and higher education legislation was enacted than in the entire previous history of the country. While the main focus of most of the legislation of the 60's tended to be on baccalaureate, professional, and graduate edu-

cation, the community colleges were not wholly overlooked. They received possible or actual support under a series of acts including the Manpower Development and Training Act of 1963, the Higher Education Facilities Act of 1963, the Vocational Education Act of 1963, the National Defense Education Amendments of 1964, the Higher Education Act of 1965, the Vocational Amendments of 1968, the Education Professions Development Act of 1968, and a series of health education acts including the Nurse Training Act of 1964 and the Allied Health Professions Act of 1966. And yet all of these tend to fall into the background in relation to the potential impact, if funded, of the Educational Amendments of 1972. The current amendments constitute a whole new ball game and underline as never before the necessity for a real institutional-state-federal partnership if the intents of the act are in fact to lead to a revitalized postsecondary educational system in the country.

The most striking characteristics of the act as expressions of national policy would seem to be the following. First, the emphasis of the act throughout is on the range of postsecondary education public, private, and proprietary, not on higher education conceived of in traditional forms. Second, the act moves far (if funded) in the direction, through its complex student assistance programs, of providing postsecondary educational opportunity for all interested and capable citizens regardless of economic status. Third, throughout the act the emphasis is upon career preparation at various educational levels and in various types of institutions. Fourth, the act for the first time clearly recognizes the responsibility and role of the states in statewide planning for postsecondary education and within this context statewide planning for community colleges and for postsecondary occupational education. It also recognizes the role and responsibility of the states in student assistance.

Fifth, the act makes a first approximation for general support of postsecondary educational institutions but underlines clearly the need for careful study of the general financial plight of postsecondary educational institutions as well. Sixth, the act places the federal government in the very interesting role of agent to encourage and instigate postsecondary educational reform. Seventh, the act not only recognizes the crucial role of community colleges and provides for statewide planning for community college systems but also potentially provides funds for community college development and expansion. From any perspective, this is indeed a landmark piece of legislation.

### **Complex Legislation**

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The act is complex. It offers a unique opportunity for cooperation and coordination of state, federal, institutional, and community efforts. But it also has pitfalls and possible areas of conflict and confusion. It would be possible, for example, to so interpret the federal reinforcement of statewide planning efforts through the state commissions (Section 1202) either by federal guidelines or by precipitous state actions in such a way as to mandate an additional level of planning and coordination in each state, without regard to existing structures, the diversity of the states, and major planning efforts currently underway. In fact, this is more likely to happen if the various components of the secondary educational community use the commission issue as an occasion to further vested interests in internecine warfare rather than as an opportunity for positive cooperative reinforcement.

Further, as vital and important as Title X is (covering community colleges and postsecondary occupational education) parts of it are not clear. It does contain two parts: A dealing with community colleges, and B dealing with occupational education. The act does not



spell out any clear relation between the advisory committees on community colleges and the Section 1055 agencies to administer the postsecondary occupational education programs. The definitions of community colleges and of postsecondary occupational education are extremely broad and overlapping. These, again, could be used as a basis for increased tension and conflict or as a basis for flexible cooperative planning and action.

The basic intents of the act seem clear. The details, while not always consistent, do offer an unprecedented opportunity for cooperative and coordinated action within the postsecondary educational community, with states, and with the federal government. The dangers lie in inflexibility in interpretation, in polarization and conflict within the postsecondary educational community, and in precipitous action on the parts of states or institutions and agencies without a clear understanding of the consequences. The potential is clearly present for an effective community-institutional-state-federal partnership. If this is subverted, the results are likely first to be chaos and then stringent federal regulations.

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#### **Conditions for Effective Coordination**

Given this perspective, how can effective coordination of state and federal efforts be achieved and what should be the role of community colleges in helping to achieve it? There are certain general conditions of effective coordination. Perhaps the first of these is a recognition of the essential need for flexibility on the part of state and federal agencies—a flexibility based upon and recognizing the pluralisms to which we have called attention. A second condition growing out of the first lies in encouraging and capitalizing on the diversity of the postsecondary educational community through stressing complementation of efforts rather than antagonisms. The third, resting on

the second, concerns institutions and systems and involves overcoming sector and institutional warfare in the light of our common concern with meeting the postsecondary educational needs of the country. Fourth, this requires development of the intent to cooperate. Such intent to cooperate brings us back to the basic perspective and our common concentration and concern with the vocations of students and the needs of society.

The community colleges of the country can play a key role in insuring the necessary cooperation and coordination at local, state, and federal levels not only in relation to funding, as crucial as funding is, but also in the development of a revitalized postsecondary educational community to serve the needs of the decades ahead.

### Recommendations

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1. The community colleges should accept the leadership in reaffirming that the basic aim of education in general and postsecondary education in particular for students is vocation in the broad sense of involvement in and preparation for life work, life style, and life plan.

2. The community colleges should continue and increase opportunities to explore cooperatively more effective articulation with secondary education, vocational-technical education, the business and industrial communities, appropriate health and social agencies, and baccalaureate, professional and graduate institutions.

3. The community colleges should take the initiative in the development of more effective liaison through common planning and program development with other postsecondary educational institutions, segments, and agencies.

4. The community colleges should clearly recognize and support the principle that effective planning for community colleges has as its correlate and precondition effective statewide planning for the range of postsecondary education.

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5. The community colleges on both state and federal levels should urge maximum flexibility in interpretation of legislation to take into account the varying structures and delivery systems within the states and communities so that these may be used to maximum advantage in meeting the postsecondary educational needs of the country without additional levels of imposition and control.

6. The community colleges should work positively and cooperatively with appropriate state and federal agencies in the mutual development of diverse yet complementary systems of postsecondary education to meet the multitudes of needs of students and society in the various states and the nation.

# A National Agenda for Community and Junior Colleges

By Clyde E. Blocker

We are the legatees of a tradition which had its inception in the last quarter of the nineteenth century. As with all new ideas, the concept of the community and junior college has ebbed and flowed with changing historical forces since it was first enunciated by a few pioneering university presidents.

The development of private junior colleges paralleled that of private colleges and universities—slow but healthy growth over many decades. Comprehensive public community colleges developed more slowly for they suffered from schizophrenia resulting from their development within the context of secondary education. For many years they lived within the public school system, but most of their functions were those generally ascribed to higher education. Their development as full-fledged partners in the enterprise of higher education had to await emancipation through the action of state legislatures.

## Maturation

The maturation of the public community college can be roughly divided into five periods. The first was its infancy (1907-1950) during which it had, at best, a tangential relationship with both secondary and higher education. Unrecognized, under-financed, and generally looked upon as a stepchild with a toe hold in both camps, it managed to survive, and while so doing made possible the education of many thousands of students.

The period from 1950 to 1960 might be characterized as the era of imitation: imitation of the university model. The struggle during these years was to establish credibility of educational quality in the eyes of the academic community. Courses and curricula were modeled after the lower divisions of universities, and institutional articulation consisted largely of replicating university course descriptions, catalogue requirements, and the academic credentials of faculty. Although there were a few

notable exceptions, most community colleges were rather pallid images of four-year institutions.

This situation was already being undermined during the late 1950's, for the changing social and economic needs of the nation provided a platform for the advocates of the community college idea. The gradual but inexorable application of the egalitarian ideal to higher education combined with strong individual leadership in key communities, on the state level, and on the national scene, eroded the resistance of conservatives and made possible the emancipation of community colleges from the secondary schools.

The period of emancipation (1955-1965) was historically the most important event which has taken place in American higher education since the Morrill Land Grant Act of 1862. State legislatures responded to the need for access to higher education for the majority of our citizens. In some states they provided forceful leadership in the enactment of legislation on behalf of community colleges. During this period existing institutions were provided a legal basis for independence and recognition as institutions of higher education. Simultaneously, in those states lacking community colleges, new legislation was passed authorizing their establishment, and in many instances setting up comprehensive state-wide systems.

The decade of the 70's will, hopefully, be characterized as the beginning years of maturity, the hallmarks of which are: vigorous attention and support by the legislative and executive branches of state government and the passage of the 1972 Amendments to the federal 1965 Higher Education Act (P.L. 92-318); intellectual ferment and college community interaction on most campuses; and rapidly increasing acceptance of the comprehensive community college as a viable educational and social instrument by both the general public and the

academic community. These developments have brought to the surface many complex problems, but more important, have provided the opportunity for community colleges to clearly demonstrate their educational and social value.

### **Social Milieu**

The hallmark of the last third of the twentieth century will be change: rapid and partially unpredictable. Change will be stimulated by a recognition that we must have a controlled technology, a shift toward more flexible personal attitudes and social mores, and generally greater institutional flexibility. Community colleges will be instruments of social change, however not directly as organizations but indirectly through the individuals whom they have educated. Thoughtful recognition by professionals who staff and guide these colleges of the need for institutional stability concurrent with inexorable and pervasive change, will be essential if community colleges are to survive in any recognizable form. The necessity for reasoned decisions which are responsive to individual and social needs will, for the most part, be far more complex than those arising in the past.

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A national agenda for community colleges must be a blend of the ideal and the obtainable. It should clearly recognize that community colleges constitute only a segment of higher education and that available resources limit the goals which can be pursued and achieved.

Community colleges must work for improvement in seven important areas.

### **Educational Missions**

Having passed through its adolescence, a community college must develop rigorous operational definitions of its educational missions. In the past, as community colleges were groping for their place, both extravagant expectations and exaggerated promises of performance were manifest. In part, this was a reflection of

the exuberant growth of all of higher education during the 1950's and 1960's. Magnificent though the achievements were, the notion got abroad that higher education could be all things to all people, and could in one way or another solve virtually all social problems. The function of higher education, whether it be in community colleges or in universities, is to educate. The community college is not equipped nor should it attempt to provide social welfare services which are the proper responsibility of public and private community agencies.

Mission definition requires an acceptable definition of education, having very broad and discernible parameters. Education cannot be defined in terms of a time span or academic credits, but must be recognized as a behavior change agent.

*Recommendation:* Community colleges should define their educational missions in terms of outcomes demonstrated by human behavior rather than educational processes.

*Recommendation:* Educational missions should be based upon a taxonomy of behavioral objectives which in turn have an explicit relationship with the cognitive, affective, and psychophysical needs of students as well as the economic and social needs of society.

*Recommendation:* Educational missions should be formulated with due consideration to constraints on available resources, both personnel and financial.

### **College Governance**

The unsettled 60's unearthed, in a dramatic fashion, the inability of colleges to respond to sharp and rapid changes induced by changing social and political demands. Although the impact of such forces upon most community colleges was relatively mild, the issues which surfaced will have a profound effect upon organizational structure and functioning in the immediate future.



Essentially, questions of governance can be divided into two broad areas: external and internal. It is clear we are in a transitional stage in which external influences are becoming stronger and more pervasive. This trend is indicated by the development of increasing state coordination and control and recently passed federal legislation. The issue at stake is the extent to which the power will be in the hands of external groups and what aspects of the college as an organization will be controlled from the outside.

Internally, there seem to be two concurrent developments which are discernibly different but also show a strong interaction. They are the codification of managerial decision making, and the decentralization of academic decision making. Organizational management is distinct from academic affairs on the institutional level. It is continually and sharply being circumscribed by court decisions, federal and state legislation, and the rapid development of state coordination and control. In addition, the unionization of professionals has tended to constrict decisions to the confines of rather rigid contractual conditions. These trends have stimulated strong interest in activities related to managerial efficiency and demonstrable educational effectiveness.

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The transformation of academic decision making from highly centralized configurations to distribution among a number of clienteles is a manifestation of the broader social trend toward wider participation in the development and operation of public institutions.

Eaton has pointed out that four principal groups have a stake in the definition and implementation of educational services. They are: (1) those whose special interests and lives are most affected by campus activities [students, faculty, and administrators]; (2) those who are most competent to do the work [faculty, administrators]; (3) those whose cooperation is es-

essential for effectiveness [trustees, state and federal bureaus, state and federal legislative and executive branches]; and (4) those whose sponsorship and resources created and sustain the institution [state and federal legislative and executive branches, local taxpayers and donors]. These groups perform essential functions, providing reality checks which encourage relevant decision making and a social sensing system which could provide up-to-date information on changes of social and economic needs.

*Recommendation:* The basic question of the distribution of power and the control of community colleges should be subjected to rigorous study by representative students, faculty, administrators, and community leaders with a view to developing complementary roles and organizational structures designed to provide maximum educational services.

*Recommendation:* Community college leaders, selected laymen, and government officials should carefully examine college-government relationships with the objective of strengthening both public and private colleges, and finding a better balance of power between public agencies and community colleges.

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### **Professional Personnel**

In the midst of almost endless dialogue and criticism of the outcomes of higher education as well as its processes, community college faculties have done a prodigious educational service for the United States. Weaknesses of educational curricula and instructional techniques, as well as slow reactions and omissions related to changing student and social needs are acknowledged. On balance, however, community and junior colleges have demonstrated far greater sensitivity to the need for change than most of the rest of the community of American higher education.

The time is overdue for a reassessment of the education and re-education of professionals

in whose hands the future of community colleges rests. Thus we have two problems. First, the education of those aspiring to be a part of the community college enterprise, and second, the retraining and upgrading of administrators, counselors, and teachers already involved.

The W. K. Kellogg Foundation provided the resources for the training of able college administrators. Programs funded by the foundation in a selected number of universities not only prepared personnel for positions of institutional leadership, but also drew the attention of graduate schools to the need for graduate programs which would prepare increasing numbers of professionals who could staff and lead community and junior colleges. Rapid growth in the numbers of community colleges, and increases in student enrollments, coupled with the decline in the need for secondary and elementary school teachers, stimulated university interest in the specific needs of comprehensive two-year colleges. Many graduate institutions are also recognizing that the impact of the new student and his needs has far-reaching implications for the restructuring of preparation programs for community college professionals.

*Recommendation:* Universities and community and junior colleges should work together to develop more and better pre-service and in-service educational programs for professionals.

*Recommendation:* The professional roles of community college personnel should be redefined to insure competence in academic decision making, effective participation in college governance, and greater flexibility and competence in both instruction and student counseling.

The end goal of social policy should be open access by all citizens to meaningful experiences in postsecondary education. Such a policy would mean that any individual who could benefit from formal as well as informal

educational experiences should not be denied the opportunity. The physical availability of postsecondary educational programs, whether offered in universities, colleges, community colleges, or proprietary schools is an obvious necessity. Access, too, requires a system of open admissions coupled with strong student services programs. The lack of such student services makes a policy of open admissions a mockery.

In addition to these two elements affecting the availability of postsecondary education to all, at least 3 other constraints must be considered. First, the economically disadvantaged must find adequate financial support. Second, environmental variables, particularly within the family, may discourage additional education because of induced psychological problems which limit the individual's ability to make rational decisions. Third, the lack of motivation resulting from social and intellectual deprivation, as well as simple personal immaturity, can be a primary barrier to further education.

Some states have achieved their objective of making community colleges physically accessible to virtually the entire population, while most others are implementing plans aimed at reaching this goal. Although far from adequate, financial aids are being provided to more and more students through state and federal programs, and hopefully this barrier of inadequate financial assistance will disappear in the not too distant future.

Community colleges can and should deal with students having mild psychological disturbances and those who lack motivation. An open admissions policy which is not coupled with intervention into the affective domain of such students will merely re-enforce the failure syndrome. If we are to serve the new student we must be prepared to provide the necessary student services and varied learning modes coupled with a realistic reward system. The new student, above all, needs assistance in develop-

ing higher personal aspirations, social and intellectual coping mechanisms, and patterns of behavior which will assure adequate adjustment to the social milieu. In sum, the community college must help all its students learn to define and set personal goals, and develop patterns of behavior which will insure goal achievement. Without such institutional adaptations to students the success of remedial education remains bleak.

It is apparent from the preceding discussions that community colleges aspire to provide services to virtually the entire population, the only exception being those individuals whose inherent intellectual limitations will limit their ability to profit from education beyond the high school. In dealing with this large population, community colleges and those in government must find ways to provide adequate financial support for the economically disadvantaged. Another group which has special problems of access are individuals whose life experiences have created psychological disturbances which limit their ability to make rational decisions. These individuals require psychological support and in many instances remediation, for their ability to cope with long-range as well as immediate problems may be limited. Last, true access to higher education may not be a reality for the psychologically disadvantaged who lack motivation and adequate coping responses. Psychological and motivational problems constitute the most complex constraints upon the individual's access to community and junior colleges.

*Recommendation:* A national plan for the location of public and private community colleges so that they are physically accessible to virtually the entire population is an imperative need.

*Recommendation:* Financial assistance should be available to all individuals requiring it. Such assistance should be coupled with required work experience.

*Recommendation:* Universities and community colleges should cooperate in developing more effective models of student services which have a more realistic relationship to the new student as well as the traditional student.

*Recommendation:* Universities and community colleges should cooperate in developing effective curricular articulation which subordinates the mechanics of transfer to the educational objectives of the individual student.

### **Educational Services**

The focus of the community college is the student. The structure is the curriculum, and the process is counseling and instruction. All educational processes, whether formal or informal, are aimed at the growth of an individual as a human being and certification as to his competence in his chosen field of study.

The curriculum of a community college should include every area of human concern having an epistemological base. This does not mean that every individual college will attempt to do all things for all people. Selectivity must be formulated with due regard to changing social needs, changing educational requirements as reflected in advance degree programs and occupations, and local conditions. The development of new curricula, the demise of others, and the modification of most must be an assumed reality for the coming decade. Some elements will remain stable, primarily the tool subjects of languages and mathematics which undergird all other fields. The basic principle underlying curricular change is that all knowledge acquired by the student is utilitarian, whether he eventually engages in the most rigorous intellectual pursuit or finds himself in an occupation requiring relatively simple skills.

The key to future instructional change will rest upon group interaction and media technology. The technical apparatus is in existence, but there continues to be a dearth of software.

The development of content and material into packaged modules is the simpler of the two problems. Far more difficult will be the process of educating professionals who can understand and deal with the affective sphere with the same degree of competence which they now demonstrate in the cognitive area.

Student services must be decentralized and made available where students are, on the streets as well as on the campus. Our current knowledge of the learning processes indicates quite clearly that we must develop an intertwining of counseling and instructional processes if we are to respond effectively to psychological and intellectual needs.

*Recommendation:* Each community and junior college should carefully examine its curriculum to make certain it bears a logical relationship to its educational missions.

*Recommendation:* Government agencies having responsibility for the development and use of the labor force should develop and implement an information system for community colleges which would not only reflect current conditions but would accurately predict labor force needs in the future.

*Recommendation:* Curricula should be redesigned in terms of learning modules which would subsequently multiply students' options.

*Recommendation:* Community colleges should find ways in which to build in greater flexibility of certification rather than relying almost totally upon measuring units such as credit hours and degrees.

*Recommendation:* Community colleges must find ways to combine counseling and teaching.

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## Finance

The transition from an economy dominated by the private sector to one largely controlled by public policy and legislative action has had an enormous impact upon the financing of



higher education. The financial needs of community and junior colleges are but a part of the much larger problem of financing American higher education. Small as this sector may be, it is the linchpin area which will determine the qualitative and quantitative development of two-year colleges now and in the future. As we consider the development of a national agenda we must evaluate and respond to the unique financial problems of private junior colleges and public community colleges.

The financial malaise of private junior colleges is well known. Their costs for operation and construction have escalated with the national economy, and the resulting increases in tuition costs have narrowed their potential student clientele to the point of endangering their financial integrity. If they are to survive, their importance to society must be recognized through some sort of public financial support.

Public community colleges receive financial sustenance through a combination of student tuition, local taxes, state appropriations, and federal grants. Non-federal support is reasonably orderly and dependable. The principle of cost sharing among students, local taxpayers, and state government has been largely satisfactory in the past, although in some states rather parsimonious. Federal support has been spotty and undependable at best, relying upon categorical grants directed toward specific social and educational needs.

The chief weaknesses of current patterns of financial support include a lack of realistic funding for non-academic community services, the education and upgrading of professional personnel, and research and evaluation activities. In effect, current funding patterns encourage the status quo and leave little latitude for resource allocation to these three essential activities. If community colleges are to have freedom to improve learning and public service based not upon the current market, with its relatively

short perspective, but upon long-term social and economic trends, more generous and flexible funding is a necessity.

The issue as to who will pay for the development of social capital through higher education also remains open. Given the distribution of economic resources, it seems unwise to shift any additional burden to students, and the participation of local taxpayers at current levels also seems undesirable. Although the sharing principle is sound and should be continued, it appears that the time has come that community college costs should be met by minimal student tuitions and the sharing of the balance by state and federal governments. One alternative is the organization of an educational foundation similar to the Federal Highway Trust. This pattern has produced both stability of financing and a mutually beneficial state-federal relationship. The development of a similar funding pattern for community colleges has great promise.

*Recommendation:* College leadership, laymen, and government officials should move vigorously toward finding a model or models through which private colleges can receive public financial support.

*Recommendation:* A plan for the financial participation of the federal and state governments and students in the financing of the annual operating costs of both public and private colleges should be developed. The sharing principle should be retained, however, costs should be shifted from direct local taxation.

*Recommendation:* If research and evaluation are to be a viable part of the community college, special provisions for financing these activities must be made. Such funds should be supplied to colleges from state and federal governments, and should be in addition to regularly budgeted annual operating costs.

that they welcome critical evaluation and assessment. The coming decade will be one of evaluation of the quality of American life with particular attention directed to the effectiveness of organizations of all types. A community college can no longer depend upon tautological reasoning to justify its existence, but rather must demonstrate that it is contributing its share to the national welfare through sound operational research.

Research efforts need to be refined and expanded on a number of levels if meaningful evaluation is to occur. First, on the faculty level where rigorously defined learning objectives are developed for each learning module. Second, on the institutional level so that insofar as possible behavioral changes in students can be measured. And third, on the state and federal level to determine the direct impact of community colleges upon the general welfare.

*Recommendation:* Universities and community colleges should develop cooperative relationships which will build vigorous research and evaluation efforts designed to induce qualitative improvements in all educational services.

*Recommendation:* State agencies should develop vigorous offices of research which would generate and communicate appropriate information for use by college administrators, legislators, and the lay public.

## 1972 Assembly Report

*The Assembly met November 30-December 2, 1972, at Airlie House, Warrenton, Virginia. On the last day the participants reviewed and adopted the following report. It represents the general consensus of the group and is presented here for further study, discussion, and action by readers of this volume.*

This Assembly meets at the end of an important year in postsecondary education, a year of recognitions—of the swirl of competing domestic priorities; of basic questions about the value of education, particularly higher education; of changes and adjustments in student populations and student educational choices.

This was also the year in which major new legislation for postsecondary education was passed by the Congress and approved by the President. The programs and concepts enacted into law will, when implemented, have important effects on future students, programs, and institutional arrangements in the field of postsecondary education.

Community and junior colleges, as well as other postsecondary institutions, have been and will be affected by these changes.

Thus it is an appropriate time for an Assembly of community and junior college educators and other interested persons to meet to discuss these changes and their implications for the future.

Our charge in these deliberations has been to develop an agenda for national action for community and junior colleges.

What role should these institutions play in postsecondary education?

Who are their future students likely to be and how should these students be served?

What community needs can and should these institutions serve?

What kinds of support—financial, administrative, and moral—are needed to enable community and junior colleges to meet these commitments?

What kinds of national, state, and local policies are needed to insure that the necessary

support will be provided?

We begin with an affirmation of what we have conceived to be our mission over the past several decades—a mission that has put us in the forefront of the effort to bring the concept of “educational opportunity for all” ever closer to reality. Community and junior colleges have tried to provide appropriate postsecondary educational opportunities to all who seek this experience. Thus we are committed to the concept of comprehensiveness—to a broad spectrum of programs that will meet the individual needs of the wide range of students in our communities. We are committed to serve our communities in as many ways as are appropriate, from training its citizens for employment to providing programs geared to the needs of retired people. We are committed to seeking out potential students, discovering their needs, and devising educational programs to help them, perhaps to overcome educational or motivational deficiencies, perhaps to upgrade their competence in a particular skill.

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We believe that the larger society is also committed to these goals; that there is a growing recognition that in a complex society a year or two of postsecondary training is necessary for almost all Americans; that opportunity for education at this level is approaching definition as a fundamental right for all who seek it; that the cost to society of fulfilling this right is far less than the costs which result from an untrained, unemployable population.

**Who will  
the future  
student  
be?**

The future students in community and junior colleges will not be remarkably different from those who presently attend. They will represent that broad spectrum of people of all ages whose educational needs can be accurately identified by the college serving a particular area, and whose education and training needs

can be identified by the college. Thus they will vary from college to college and region to region, but it is likely that if programs that meet their needs and interest them are available, students will draw from some of the following groups in increasing numbers:

... high school students who come to the college to earn "credits in escrow";

... holders of BA degrees who are attending community colleges in order to learn a marketable skill;

... mature citizens and older citizens who desire education for leisure pursuits or to lead meaningful lives after they have retired;

... women of all kinds, including mature women seeking entry into the labor market and young women seeking identity;

... veterans and servicemen preparing for return to civilian life;

... recent high school graduates beginning their college experience.

In summary, all people in the community are potential students—veterans, prisoners, all age groups, all ethnic and racial groups, the rich, the poor. Whether these potential students actually come to the college depends on what the college does to attract them. Today's academic marketplace is a buyer's market: other institutions will be competing with the community and junior colleges for students. The key will be flexibility and imagination in developing programs for them. This will require part-time programs, improvement and humanization of the liberal arts curricula, and special programs for special groups, such as consumer education, internship and work-experience programs, and specialized training in cooperation with business and industry.

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**What  
should be  
the institution's  
response?**

*We recommend that individual community and junior colleges stimulate and help to create independent research and development groups from the community and from the colleges to*

identify more clearly: (1) the probable student clientele in the immediate future, (2) their social/educational/training needs to which the colleges can realistically respond, (3) the degree to which these needs are already being served by the educational institutions in the community, and (4) the educational services in which the community is deficient and which need to be available to the citizens in the community. We need to make a particular effort to support viable and relevant research and development for the articulation of bilingual and bicultural, and disadvantaged and minority student needs. Colleges, state educational agencies, and state legislatures should join in this effort.

When this assessment of the community's educational needs is made, community and junior colleges will be able to make informed judgments about their programs, which ones should be dropped or continued, and what additional needs should be served. They will then be better able to make efficient use of the resources available to them.

Further, this assessment will enable the college to take a total look at the community's people, society, economy, and existing educational services. While community and junior colleges are properly committed to the principle of comprehensiveness, there may be instances in which they do not have the resources to serve the total needs of the community, and circumstances in which needed services are provided by other educational institutions and need not be duplicated by the community and junior colleges.

*We recommend* that the community and junior colleges take the leadership in serving as catalysts in the assessment of community educational needs. The American Association of Community and Junior Colleges and its member colleges should support the concept of cooperative use of resources to provide education to the students who need it.



In developing their programs, community and junior colleges should:

... aim for the goal of equipping all their students for personal fulfillment, immediate gainful employment, or for transferability to a four-year college with the intent of reaching a defined career goal;

... provide working students with access to instruction at times and places convenient to them, and consider increased utilization of the external degree, life experiences, and similar concepts;

... include personal development and self-realization programs as an essential responsibility to students, using appropriate people in the community as resources. Faculty-staff-community-student relationships should be improved through these programs;

... give equal status to vocational, transfer, general education, student personnel, and community services;

... consider the development of occupational education programs linked to business, industry, labor, and government a high priority. Increased opportunity through work experience and/or cooperative education should be a major thrust;

... utilize new concepts of education through a learning center, personalizing, if not individualizing, the instructional process. Learning modules in varying forms (as to time and content) and other new techniques and technologies, will help to accommodate the broad range of needs among students to be served;

... above all things, and at all times, be flexible and responsive to change, in a continuing effort to provide more effective educational services. This requirement goes beyond mere reaction to changes in societal demands: we must also serve as initiators of change and new ideas in our communities. We must provide leadership to assist communities in determining their educational priorities as well as to respond to them.

Curriculum reform: Students in the future

will increasingly attend colleges on the basis of the services and programs that are offered rather than as a matter of having no other choice. Colleges must define and integrate their programs in terms of specific student and societal needs. For example: Bilingual and bicultural programs should be established which reflect the career goals and life styles of large numbers of potential students for whom English is a second language. Such programs are mandatory if the community college is to be truly accessible to all citizens. Career education as a concept can be the vehicle through which community and junior colleges undertake a fundamental reformation of their curricula to make them more responsive to emerging needs and less dependent on the tradition of the lower division of the four-year institution.

Faculty and staff: Community and junior colleges cannot achieve the many goals they have set for themselves without competent faculty, counselors, and administrators who understand the mission of these colleges and the nature and variety of students who attend them. Unfortunately, up to this time very few of the universities and graduate institutions that train personnel for community and junior college work have developed programs that prepare their students for the actual situations they will encounter.

*We recommend* that the graduate institutions provide, and that AACJC urge them to provide, more effective and relevant pre-service preparation. Community and junior colleges are prepared to assist in this endeavor.

We also recognize that many existing college personnel need additional training to serve our current students effectively, and that colleges must develop in-service training programs for all their staff: faculty, counselors, administrators, and trustees.

*We recommend* that high priority be given at the national, state, and local levels for the

procurement of funds to enable us to upgrade the skills of our staffs. The leadership role of the college president in realizing this priority cannot be overlooked.

Effectiveness of college operations: We note with regret certain conditions in today's society that work to impede the effectiveness of colleges at all levels in the achievement of their goals. This is the atmosphere of divisiveness in relationships between faculty and administration, counselors and faculty, students and administration, and so forth. Wherever possible, we will work to develop systems that will overcome these problems. Where they cannot be overcome, we must work to find as many commonalities as possible in our mutual commitment to education, to minimize the effects of these adversary relationships. A helpful approach may be found in a serious attempt to involve all of these groups in college decision making.

One proof of effectiveness is the measurement of results. Many colleges have been remiss in developing the data needed to make these measurements and the techniques through which this data can be put to use. Management information systems to test program and cost effectiveness are very much needed. A critical annual review of college practices would be very much in order.

*We recommend* that colleges commit themselves and be given support in the effort to develop management systems for deriving and using responsible data about, for example: (1) what happens to former students, (2) how individual programs at the college respond to identified student needs, and (3) resource allocation.

As nearly as possible, these data should be standardized. Where possible, models for such data collection and use should be widely disseminated to the colleges. The American Association of Community and Junior Colleges, state legislatures, federal agencies, and other organi-

zations, such as the National Center for Higher Education Management Systems, should recognize and cooperate in meeting this need.

**What  
support  
will be  
needed?**

In view of the common interests and in recognition as well of the contribution of the private junior colleges, it is our hope and expectation that future legislation and fiscal support will continue as it has in the past to recognize these colleges. *Both* privately and publicly supported institutions are and should be necessary.

In order to clarify areas of decision-making authority and responsibility, state agencies and multicampus colleges, in cooperation with local colleges and the communities they serve, should develop a taxonomy of decision specifying, to the extent possible, those areas of authority that will be reserved to the local college to give it adequate freedom to respond to the needs of its own constituency.

State and federal decision makers must be made aware that if community colleges are to serve the state and national priorities currently identified and those that will emerge, particularly with respect to career education, additional funds must be made available to support increased operating costs as well as to provide the facilities and equipment necessary.

*We recommend* that state support formulas be revised to give colleges greater freedom to develop more effective ways of teaching their students and to compensate for higher costs of some programs that are essential to the effective accomplishment of community-junior college goals. In order to do this, proposals for review of support formulas should consider, in addition to the usual formulas based on full-time equivalent students, such factors as incremental costs of laboratory and shop-based occupational programs, non-credit community service pro-

erations. As a locally based educational resource system, a community-junior college should be supported to provide comprehensive services to its clientele in ways that do not fit into the credit structure of college operational accounting. Support formulas should encourage, rather than inhibit, the purposes of these institutions.

*We recommend* that state and federal student aid programs remove economic barriers to access and to choice of postsecondary education. We commend the Congress for its actions in instituting the concept of entitlement to postsecondary education through the Basic Opportunity Grants, and urge that these grants and the supplemental Educational Opportunity Grants and College Work-Study grants be fully funded to give meaning to the concept of entitlement. We further urge that financial aid grants, rather than loans, be the prime means of aid to students, especially in the middle and lower economic categories. We advocate that education be universally available to all who want it through the associate degree level.

*We commend* the Congress for its support of comprehensive community and junior colleges and postsecondary occupational education as evidenced by Title X of the Higher Education Act of 1965 as amended by the Education Amendments of 1972. We urge that this vitally important program receive adequate funding at the earliest possible opportunity.

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**An agenda  
for  
national  
action**

Colleges must become more aware and work within the framework of the process by which governmental decisions are made, at the local, state, and federal levels. The time has passed when education was a magic word, and when educators had only to name their goals. Now they must justify these goals as important among a welter of competing needs.

*We recommend* that the individual com-

community in its operations, purposes, program development and evaluation, and future planning. In this way the community will be encouraged to give the college maximum support in its endeavors.

*We recommend* that the colleges within a state (public and private) make strenuous efforts to work together for consensus on matters to be presented to the legislature; that to the extent possible, there should be full and open discussion among all elements and educators must define with precision the state and national goals related to the common concerns of their constituencies. Strategies for achieving these goals must be developed along with the requirements for resources to carry them out. The goals and strategies must then be communicated with clarity and force through an integrated network of state and national associations to ensure that political leaders understand and can respond to the educational needs so defined.

In planning for the future, community and junior colleges should encourage open discussion with legislators and appropriate state agencies. Once again, this is purposeful involvement in the process of determining support for the needs both of individual colleges and the group of colleges in the state. At the same time, this will encourage the states to make maximum utilization of the existing educational resources within the state, and such inter-institutional cooperation will reduce the need for the states to mandate and regulate coordination.

*We reaffirm* our belief that the pluralistic system of American higher education and its diversity of institutions must be maintained to serve the needs of our nation and its great diversity of students. We urge decision makers at all levels of government to participate in maintaining this diversity. Similarly, we urge AACJC to reaffirm its commitment to preserving that diversity within its own membership and in its services to members.

In conclusion, while we strongly endorse and support Assembly and Association efforts to secure additional resources for our combined programs, we simultaneously recommend greater responsibility, even accountability, from community and junior colleges *now* in taking seriously the educational missions to which we are committed.

With these joint efforts proceeding simultaneously, we may, in the coming decade, achieve more fully those goals toward which we have worked for so long.



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